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ABSTRACT

This congressional hearing report highlights some of the steps people are taking to divert and prevent youth from becoming involved in gang activities. Testimony and prepared statements include those from Joseph Gonzales, Field Organizer of the Youth Volunteer Corps from Kansas City; Kathy Masera, President of the California Job Journal; Ron Holmes, Chief of Police in West Covina, California; Sandra Moss-Manson, Project Director, Gang Alternative and Prevention Program, Los Angles County Probation Department; Nancy J. Lavelle, President of the Institute for the Redesign of Learning, South Pasadena, California; Robert W. Bruesch, Mayor, City of Rosemead, California; Clay Hollopeter, Executive Director, Boys and Girls Club of San Gabriel Valley, California; Scott Jackson, Program Director, National Youth Program Using Minibikes; Mary L. Manning, Mayor, Temple City, California; and Robby Robinson, Deputy Probation Officer, Specialized Gang Unit, Los Angeles County Probation Department. (GLR)

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CONGRESSIONAL OVERSIGHT HEARING ON LOCAL GANG DIVERSION PROGRAMS

ED 366 680

HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

HEARING HELD IN EL MONTE, CA, JUNE 4, 1993

Serial No. 103-19

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CONGRESSIONAL OVERSIGHT HEARING ON LOCAL GANG DIVERSION PROGRAMS

FRIDAY, JUNE 4, 1993

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON HUMAN RESOURCES,
COMMITTEE ON EDUCATION AND LABOR,
El Monte, CA.

The subcommittee met, pursuant to call, at 9:30 a.m., El Monte Community Center, El Monte, California, Hon. Matthew G. Martinez, Chairman, presiding.

Members present: Representatives Martinez and Faleomavaega.

Staff present: Lester Sweeting, counsel/staff director; and Leslie Harris, legislative assistant.

Chairman MARTINEZ. I would like to call the meeting to order.

I would like to start out by making an opening statement discussing the reasons why we are here today.

We are pleased to be here in El Monte today to discuss local efforts to provide viable alternatives to participation by our young people in violent or destructive gang activities.

For more than 2 years now, the members of this subcommittee and its staff have been holding hearings across the country and visiting sites like Boy's Town in Nebraska and the Youth Redirection House of UMOJA of Portland, Oregon, and Chicago, Illinois, talking to young people who are trying to change their lives, trying to get out of destructive situations.

We did this to fully develop appropriate changes in the Juvenile Justice and Delinquency Prevention Act. And though there were major changes made during the reauthorization, we on the subcommittee—and I personally—feel that we must do more so that we can continue to look for answers and those answers can improve the Act.

That brings us to today's hearing.

Where better than the 31st Congressional District, can we continue that dialogue? Here, in El Monte and in the surrounding communities, there are community-based organizations necessary to aid the diversion of our young people into more constructive activities. It is time for the Federal Government to coordinate their efforts to deal with gang and drug interdiction more effectively by working with local communities.

The combination of gang activity and drug-related crime has escalated to the point where it affects all communities. There are no longer any safe havens. Previously, people who lived in more affluent neighborhoods could afford adequate police protection and

could equip their officers to sufficiently do the job. However, with the high cost of government today and the public's unwillingness to suffer increasingly higher levels of taxation, law enforcement agencies have suffered.

With the profits from the lucrative drug trade, gangs and guns have proliferated faster than the police capabilities to deal with them. The police are outmanned and outgunned. They need help. It is the responsibility of everyone, not just the Department of Justice, to provide that help and reclaim our youth and our neighborhoods.

If we are going to do that, however, we must understand that peer pressure, difficult living conditions, untenable family situations, inadequate outlets for youthful energies all contribute to a feeling that gangs provide a certain amount of stability for that young person and add meaning to the lives of those young people. Yet we know that participation in gang activities is a road going nowhere.

Every day we read about kids killing kids, sometimes just to prove themselves. The problems, I know, are a little different now than when I was growing up in terms of a potential to destroy one's self and one's future. The shift in recent years that alarms all of us is the increasing availability of deadly weapons, weapons of mass destruction. With so many AK-47s and other assault weapons now in the hands of inexperienced kids, the chances of a teenager living to the ripe old age of 21 have decreased rapidly.

One of the things that youths need is an outlet for them to realize their energies and frustrations. Challenging activities, those that give meaning to life, are the critical issue in reversing these trends. For younger children 7 to 14 years old, this means a safe place to go to play ball, to learn how to swim, to fish, play a musical instrument, or undertake other basic skill-building activities.

For older youth, this means a realistic chance of getting a job and moving out of the cycle of hopelessness that pervades so many of our inner cities.

Probably the greatest frustration experienced by these young people, both boys and girls, is the lack of hope for the future. Emotionally crippled by inadequate housing and schools, uncaring or abusive parents, overworked and underpaid service providers and teachers, some of these children find protection and self-esteem only among their peers in gangs.

I still believe there is hope.

Today's hearing is designed to highlight some of the steps people in this area are taking to divert youth from gang activities and to prevent youngsters from becoming involved in gangs.

The witnesses include Ron Holmes, Chief of Police in West Covina, and head of the San Gabriel Valley Police Chiefs' Association.

Joining the Chief is Sandra Moss-Manson, Project Director of the Gang Alternative and Prevention Program in the Los Angeles County Probation Department.

Also joining is Kenny Weldon, Community Relations Supervisor of the El Monte Police Department; and Robby Robinson, Deputy Probation Officer in the gang unit in North Hollywood.

The second panel includes Clay Hollopeter, Executive Director of the Boys and Girls Club of San Gabriel Valley; and Dr. Nancy Lavelle, President of the Institute for the Redesign of Learning from South Pasadena; and Mary Ann Diaz, Regional Director of the Community Youth Gang Services Project in Los Angeles.

Each of these witnesses has brought a program participant with him or her who will be introduced when the principal witness testifies.

Our third panel will provide information about related projects and activities that support those efforts of the public and private organizations.

These witnesses are Joseph Gonzales, Field Organizer of the Youth Volunteer Corps from Kansas City; and Kathy Masera, President of the California Job Journal, Sacramento. Our old friend Bert Corona, who was originally scheduled to testify is ill and unable to attend; and his place will be taken by Robert Bruesch, the Mayor of Rosemead.

I would like to announce that the written statements of all witnesses will be included in the record of this hearing and that the witnesses may proceed in any way that they wish and summarize their written statements.

In addition, any written statement from other interested parties will be accepted over the next 10 days for inclusion in the record.

Immediately following the hearing, there will be a roundtable discussion so that members of the audience can discuss other issues related to children and gangs in the area. I will attend the opening of the roundtable myself. And I am joined here today by my good friend, Eni Faleomavaega, who is the congressional representative from American Samoa and a member of the Committee on Education and Labor.

An interesting fact is that Eni has as many people that he represents in Southern California as he does in American Samoa. And I want to thank him for making this trip all the way from American Samoa, and I appreciate his coming all that way.

And I defer to Mr. Faleomavaega for any opening statement he might have.

[The prepared statement of Mr. Martinez follows:]

STATEMENT OF HON. MATTHEW G. MARTINEZ, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Good morning.

I am pleased to be here in El Monte today to discuss local efforts to provide viable alternatives to participation in gang activities by children and young people.

For more than 2 years now, the members of this subcommittee and its staff have been holding hearings across the country and visiting sites like Boy's Town in Nebraska and the Youth Redirection House of UMOJA of Portland, Oregon, and Chicago, Illinois; talking to young people who are trying to change their lives, trying to get out of destructive situations.

We did this to fully develop appropriate changes in the Juvenile Justice and Delinquency Prevention Act.

Even though there were major changes made during the reauthorization, we on the subcommittee, and I personally, feel that we must do more.

So we continue to look for answers—so we can continue to improve the Act.

That brings us to today's hearing.

Where better than here in the 31st Congressional District can we continue that dialogue?

Here in El Monte and in the surrounding communities, are those community-based organizations necessary to aid the diversion of our young people into more constructive activities.

It is time for the Federal Government to coordinate their efforts to deal with gang and drug interdiction more effectively with the local communities.

The combination of gang activity and drug-related crime has escalated to a point where it affects all communities.

There are no safe havens any longer—previously, people who lived in affluent neighborhoods could afford adequate police protection and could equip their officers sufficiently to do the job.

However, with the high cost of government today and the public's unwillingness to suffer increasingly higher levels of taxation, law enforcement agencies have suffered.

With the profits from the lucrative drug trade, gangs and guns have proliferated faster than the police capabilities to deal with them.

The police are outmanned and outgunned.

They need help and it is the responsibility of everyone, not just the Department of Justice, to provide that help and reclaim our youth and our neighborhoods.

Peer pressure, difficult living conditions, untenable family situations, inadequate outlets for youthful energies all contribute to a feeling that gangs provide a certain amount of stability and meaning in the lives of these young people.

Yet, we know that participation in gang activities is a road going nowhere.

Every day, we read of kids killing kids, sometimes just to "prove" themselves.

The problem is little different now than when I was growing up in terms of the potential to destroy one's future.

But there has been a shift in recent years that alarms all of us—due in large part to the increasing availability of deadly weapons—weapons of mass destruction, one might say—on the streets, in the schools and on what we used to refer to as playgrounds.

With so many AK-47s and other assault weapons now in the hands of inexperienced kids, the chances of a teenager living to the ripe old age of 21 have decreased rapidly.

As I said, one of the most pressing needs for these children is the need for an outlet for their energy and frustration.

Challenging activities, those that give meaning and purpose to life, are critical to reversing this trend.

For younger children—7 to 14 years old—this means a safe place to go to play ball, learn how to swim, to fish, play a musical instrument, or undertake other basic skill-building activities.

For older youths, this means a realistic chance of getting a job—moving out of the cycle of povert and hopelessness that pervades so many of our inner cities these days.

Probably the greatest frustration experienced by these young people—both boys and girls—is the lack of hope for the future.

Emotionally crippled by inadequate housing, inadequate schools, uncaring or abusive parents, overworked and underpaid service providers and teachers, some of these children find protection and self-esteem only among their peers, in gangs.

Yet, there is hope.

Today's hearing is designed to highlight some of the steps people in this area are taking to divert youth from gang activities and to prevent youngsters from becoming involved in gangs.

The witnesses presenting testimony include Ron Holmes, Chief of Police in West Covina, and head of the San Gabriel Police Chiefs' Association; Sandra Moss-Manson, Project Director of the Gang Alternative and Prevention Program in the Los Angeles County Probation Department; Kenny Weldon, Community Relations Supervisor of the El Monte Police Department; and Robby Robinson, Deputy Probation Officer in the gang unit in North Hollywood.

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Each of these witnesses has brought a program participant with them who will be introduced when the principal witnesses testify.

Our third panel will provide information about related projects and activities that support those efforts of the public and private organizations.

These witnesses are Joseph Gonzales, Field Organizer of the Youth Volunteer Corps from Kansas City; Kathy Masera, President of the California Job Journal,

Sacramento; and our old friend Bert Corona, National Director of Hermandad Mexicana Nacional in North Hollywood.

I would like to announce that the written statements of all witnesses will be included in their entirety in the record of this hearing, and that they, if they wish, summarize their written statement in their oral testimony.

In addition, any written statement from other interested parties will be accepted over the next 10 days for inclusion in the record.

Immediately after the hearing, I understand that a roundtable discussion will be convened here so that members of the audience can discuss other issues related to children and gangs in this area.

I invite each of you to participate, and will attend the opening thereof myself, if my schedule permits.

I am joined on the dais here today by my good friend, Eni Faleomavaega, the congressional representative from American Samoa and a member of the Committee on Education and Labor.

I want to thank you Eni for making this trip, and will now defer to you for any opening statement you might have.

Mr. FALEOMAVAEGA. Mr. Chairman, thank you for the opportunity that you have afforded me to join you this morning. I certainly want to express my appreciation to you not only as a leader in the Congress, but certainly as Chairing this very important subcommittee in the Education and Labor Committee.

I share with you the sentiments that you have expressed this morning. And certainly I am very, very happy to be here to, not only meet with the good people of El Monte, but to see the problems affecting violence.

The juvenile delinquency issue is not just an issue to the city and county of El Monte, but certainly it is a national issue. I do have a couple of thoughts or observations that I want to share with you and the members of the panel and those members of the audience that have joined us this morning at this hearing.

Mr. Chairman, it is particularly timely for this subcommittee to focus attention on workable alternatives to participation in gang activities by the young people as the spread of gangs nationwide is a recent phenomenon. I am pleased to be here in El Monte, which I feel is the most appropriate place to assist the subcommittee to search for new and innovative ways to improve the Juvenile Justice and Delinquency Prevention Act, specifically ways to reduce gang participation.

Mr. Chairman, before we hear from the distinguished witnesses, please allow me to make a few observations. According to an article in the November 6, 1991, edition of the U.S. Juvenile Justice Digest, by Mr. Charles Klerk, I quote, "In Los Angeles, the so-called gang capital of the United States, it has been estimated that there are 950 gangs with a total membership of approximately 100,000 young people," end of quote.

The increase of violence and death in drug activities in communities across the Nation is attributed, in part, to the increase in gangs and gang participation. Drive-by shootings, turf wars, and homicides are mostly tied to gangs. In the Los Angeles metropolitan area alone, gang-related killings increased from 317 in 1987 to 619 in 1990. And according to the USA Today, October 2, 1991, the greater availability of more sophisticated weapons is changing the pattern of gang conflict. It has contributed to the increase in violence.

Mr. Chairman, the U.S. Department of Justice referred to gang participation and violence and drug-related activities as one of the

most disturbing developments in narcotics trafficking over the past few years. It is common knowledge that youth gangs are now part of drug trafficking across the Nation.

In 1989, the U.S. Department of Justice cited evidence to support this and named the Crips and the Bloods in Los Angeles as two of the street gangs responsible for supplying crack cocaine to areas throughout the United States.

In the statement released by the FBI in January of last year, it revealed that the Crips' drug distribution network is linked to the Medellin drug cartel in Colombia. The street gangs have become major distributors of crack, and many have established direct connections to major Colombian drug smugglers, ensuring a supply of top-quality drugs. They are not only spreading violence across this country but also are contributing to the trafficking of drugs around the Nation.

What is more alarming, when you look at the range of members of gangs, from just under 10 to over 50 years old, with the average age of gang offenders as 19.4 years. These are children and young people. Our children.

Federal response to gangs started as early as 1953. However, the most comprehensive legislation enacted is the Juvenile Justice and Delinquency Prevention Act of 1974. This Act provides grants for the prevention of juvenile delinquency and improvement of the juvenile justice system, shelters, and facilities and programs aimed at prevention and control of youth gangs.

I am pleased to note, Mr. Chairman, that this legislation was improved last year when it was reauthorized under your strong and unprejudiced leadership. Your efforts last year to create gang-free schools and communities and the community-based gang intervention programs to reduce criminal activities of juveniles in gangs and develop regional task forces to curtail interstate gang activities is an indication of your commitment to develop and improve the JJDPA for the sake of our children, our young people, families, and the country. And I commend your efforts in this regard, Mr. Chairman. And I look forward to hearing from the members of the panel.

Thank you.

Chairman MARTINEZ. Thank you Mr. Faleomavaega.

[The prepared statement of Hon. Eni F. H. Faleomavaega follows:]

STATEMENT OF HON. ENI F. H. FALEOMAVAEGA, A DELEGATE IN CONGRESS FROM THE TERRITORY OF AMERICAN SAMOA

Thank you, Mr. Chairman. I want to first commend you for convening this special hearing to examine local efforts to combating the critical issue of gang problems in the Los Angeles area.

This is now a subject of urgent national debate as the Nation lurches from crisis to crisis, compelled to develop new responses to the problems of gangs and violence which are at a frightening new complexity.

Mr. Chairman, it is particularly timely for this subcommittee to focus its attention to workable alternatives to participation in gang activities by the young people as the spread of gangs nationwide is the recent phenomenon. I am also pleased to be here in El Monte, which I feel is the most appropriate place to assist the subcommittee in its search for new and innovative ways to improve the programs and assistance provided under the Juvenile Justice and Delinquency Prevention Act, specifically, ways to reduce gang participation.

Mr. Chairman, before we hear from the distinguished and learned witnesses, please allow me to make a few observations:

According to an article in the November 6, 1991 edition of the U.S. Juvenile Justice Digest by Mr. Charles S. Clark, "In Los Angeles, the so-called gang capital of the United States, it has been estimated that there are 950 gangs with a total membership of approximately 100,000 young people." The increase in violence and death and drug activities in Los Angeles and across the Nation, is attributed, in part, to the increase in gangs and gang participation. Drive-by shootings, turf wars, and homicides are mostly tied to gangs. In the Los Angeles metropolitan area alone, gang-related killings increased significantly from 317 in 1987 to 619 in 1990 according to the USA Today, October 2, 1991.

The ready availability of more sopnisticated weapons is also changing the pattern of gang conflict and is attributed to the increase in violence.

Mr. Chairman, the U.S. Department of Justice referred to gang participation in violence and drug-related activities as "one of the most disturbing developments in narcotics trafficking over the past few years." In fact, it is common knowledge that youth gangs are part of drug trafficking across the Nation. In 1989, U.S. Department of Justice cited evidence to prove this and even named the Crips and the Bloods in Los Angeles as one of the street gangs responsible for supplying crack cocaine to areas throughout the United States.

In a statement released by the FBI in January 1992, it reveals that the Crips' drug distribution network is linked to the Medellin drug cartel in Colombia. The statement further reports that "Los Angeles street gangs, such as the Crips, have become major distributors of crack . . . and many have established direct connections to major Colombian smugglers, thus ensuring a continuing supply to top-quality cocaine."

Mr. Chairman, gangs and gang activities are not only spreading violence across this country, but contributes to the trafficking of drugs around the Nation.

What's more alarming, Mr. Chairman, is when you look at the age range of members of gangs—from just under 10 to slightly over 50 years old with the average age of gang offenders as 19.4 years. These are children and young people! Our children.

Federal response to youth gangs started as early as in 1953. However, the most comprehensive Federal legislation enacted to date is the Juvenile Justice and Delinquency Prevention Act of 1974. This Act provides grants for the prevention of juvenile delinquency and improvement of the juvenile justice system. It provides funds to develop shelter facilities and programs aimed at the prevention and control of youth gangs.

I am pleased to note, Mr. Chairman, that this legislation was enormously improved last year when it reauthorized under your strong and unprejudiced leadership.

Your efforts last year to create the Gang Free Schools and Communities, and the Community-Based Gang Intervention programs to reduce criminal activities of juveniles in gangs and develop regional task forces to curtail interstate gang activities, are an indication of your commitment and dedication to develop and improve JJDPA for the sake of our children, our young people, families, and country.

I salute your untiring efforts, Mr. Chairman, as a champion in this area, and commend you once again for holding this hearing, and similar hearings across the country, in the last 2 years.

Thank you, Mr. Chairman.

STATEMENTS OF RON HOLMES, CHIEF OF POLICE, SAN GABRIEL VALLEY POLICE CHIEFS ASSOCIATION, WEST COVINA POLICE DEPARTMENT, WEST COVINA, CALIFORNIA; SANDRA MOSS-MANSON, PROJECT DIRECTOR, GANG ALTERNATIVE AND PREVENTION PROGRAM, LOS ANGELES COUNTY PROBATION DEPARTMENT, DOWNEY, CALIFORNIA; KENNY WELDON, COMMUNITY RELATIONS SUPERVISOR, EL MONTE POLICE DEPARTMENT, EL MONTE, CALIFORNIA; AND ROBBY ROBINSON, DEPUTY PROBATION OFFICER, SPECIALIZED GANG UNIT, EAST SAN FERNANDO VALLEY AREA OFFICE, LOS ANGELES COUNTY PROBATION DEPARTMENT, NORTH HOLLYWOOD, CALIFORNIA

Chairman MARTINEZ. With that, we will start with our first witness, Chief Holmes, Chief of Police of West Covina.

Mr. HOLMES. Mr. Chairman, good morning. My name is Ron Holmes, and I am the Chief of Police for the City of West Covina, which is located in the San Gabriel Valley.

I am very familiar with the gangs in our area.

In the City of West Covina, we have identified over 1,100 gang members living in our city. But I am here today to represent the 24 police chiefs located in the east section of Los Angeles County who are the members of the San Gabriel Valley Police Officers' Association. They account for one-half of the police chiefs in Los Angeles County. This group needs your assistance in winning the war against gangs in our communities. And yes, I did say war.

Our citizens are living in fear of street crime, shootings, killings, carjackings and intimidation. It is in our grade schools, our high schools, our neighborhoods, and our shopping areas. Gangs are a way of life for some, a life we don't need.

Looking up the most recent figures I could find in regard to gangs in Los Angeles County, it appears there are, now, approximately 1,000 gangs with up to 150,000 gang members. That is one hell of an army. They are well armed, have no fear, and are willing to attack law enforcement as well as the citizens of our communities. The average gang member commits six times more crimes than a nongang member. Over 70 percent of gang members use drugs and/or alcohol. Gang homicides have accounted for 36 percent of all the murders in LA County. In the last 2 years, this represents over 770 homicides a year.

We need your help in the following areas if we are going to divert gang activity. And, Mr. Chairman, I think you started out by saying that you feel "we" must do more.

I think we need to work harder at targeting high-gang activity areas and dealing with that situation. Worthy enforcement people, the people I represent, the chiefs of San Gabriel Valley, we know the enforcement area; but we also need help in that area. We need more help from you. We need to create more opportunities for education. We need to develop ways to get gang members to realize education is going to be a key in their life. We need to create more opportunities for employment.

The majority of gang members have nothing to look forward to when they go out into the employment area and find they don't have the skills that are needed. Perhaps we need to develop more areas such as Job Corps, Youth Opportunities, and there is the El Monte Plan which we will hear about today, and many others.

Law enforcement needs to continue to work on community-based policing. That is a popular phrase right now; but because of funding and lack of personnel, we need help in that area. We need to work more with parental accountability. From what I hear from my officers, regarding the gang situation, a lot of the problem is the parents. And we need to work with that. Truancy is a continuing problem. Law enforcement is working with it, but we need more help.

Family diversion programs are another area of concern. The families are having such problems, they need help.

Probation is another problem,. From what you are going to hear today, probation is definitely an area that needs your assistance.

And we need to get into the schools more and have them develop further programs.

You are going to hear from others in this room that are knowledgeable in the areas that I have mentioned. I hope you listen carefully as the information they will provide will be the key to the success and winning this war, but only with your help.

Thank you.

Chairman MARTINEZ. Thank you, Chief Holmes. We will have questions, but we will hear from all of the witnesses. And then ask the questions.

[The prepared statement of Mr. Holmes follows:]

COMMITTEE ON EDUCATION AND LABOR
UNITED STATES HOUSE OF REPRESENTATIVES

SUBCOMMITTEE ON HUMAN RESOURCES
HONORABLE MATTHEW G. MARTINEZ, CHAIRMAN

CONGRESSIONAL HEARING, CITY OF EL MONTE

GANG PROBLEM IN THE SAN GABRIEL VALLEY

TESTIMONY

Ronald E. Holmes
Chief of Police
West Covina Police Department
1444 West Garvey Avenue
West Covina, CA 91790
818-814-8501

Good morning. My name is Ron Holmes and I am the Chief of Police for the City of West Covina which is located in the east end of Los Angeles County, in an area known as the San Gabriel Valley.

I am here today to represent the twenty-four Police Chiefs located in the eastern section of Los Angeles who are members of the San Gabriel Valley Police Chiefs' Association, who account for half of the Police Chiefs in the County. This group needs your assistance in winning the war against gangs in our communities. Yes, I said war. Our citizens live in fear of street crime, shootings, killings, car jacking, and intimidation. It is in our grade schools, high schools, neighborhoods, and shopping areas. Gangs are a way of life. A life we don't need.

In Los Angeles County we have approximately one thousand gangs, with 150,000 members. That is one hell of an army. They are well armed, have no fear, and are willing to attack law enforcement as well as the citizens of our communities. The average gang member commits six times more crime than a non-gang member. Over seventy per cent of gang members use drugs and/or alcohol.

Gang homicides accounted for thirty-six per cent of all murders in the County. This represents over seven hundred seventy (770) killings.

We need your help in the following areas for the diversion of gang activity.

Targeting High Gang Activity Areas

Enforcement/Prevention

Create Opportunities for Education

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Create Opportunities for Employment
Work Programs
Job Corps, Youth Opportunities
The El Monte Plan

Community Based Policing

Parental Accountability

Truancy Mediation

Family Diversion

Probation

School Programs/Gang Prevention

You are going to hear from others in this room that are very knowledgeable in the areas I have mentioned. I hope you listen carefully as the information they will provide will be the key to our success in winning this war, but only with your help. Thank you

Chairman MARTINEZ. Ms. Moss-Manson.

Ms. MOSS-MANSON. I am Sandra Moss-Manson, the Director of Los Angeles County Probation Department's Gang Alternative and Prevention Program and School Crimes Suppression Program.

As the result of escalating gang violence and drug use in LA County, in 1988, at the recommendation of the chief probation officer, the county board of supervisors authorized the implementation of a Gang Alternative Drug Prevention Program. We call ourselves GAPP. GAPP targets youth at risk of becoming involved in gangs and drugs. Through very intensive intervention and working closely in collaboration with a variety of agencies, we are able to provide services to meet the needs of young people and their families.

We find in our experience that school personnel are often the first to observe the classic warning signs of gang activity; and so we work with them, meet with the kids and the families. If they meet the criteria for the program, we accept them into the program. And then we look to the community to provide the services and the resources to meet those needs. We do a very thorough assessment of the needs, not only of the child but of the family. And carefully plan.

Sometimes resources are not available in the community, so we work in partnership and collaboration with other agencies to try to develop those resources. Sometimes there are great programs out there—and you are going to hear from some of those today—but what we find is that those kids and families most in need often are unaware of the services that are available in the community, or are unmotivated to participate.

One of the very unique and special components of the program is our ability to refer and to monitor and follow up, so we often provide the motivation and also can ensure ongoing participation. You know, we have the clout is what it comes down to sometimes. Although we try to work cooperatively. We take a holistic approach. We don't just isolate kids at risk. We work with kids, their families, their peer networks, so that we can impact them positively on many different levels.

Another important component of the program—and it was mentioned earlier—is school attendance and performance. We monitor that carefully and make sure that we are getting kids what they need so that they will be encouraged to attend school. For example, kids may need tutoring. We sometimes provide or find a tutor or other educational services. We will refer parents for parenting education classes and support groups and counseling.

Many of my officers are certified parenting instructors and provide the instruction themselves or do components in the home, whatever works out best.

We also have older siblings and kids that are older too, so we look for job training and placement in the community. And sometimes we can access services that other people can't and can expedite through agencies and break down some of those barriers.

A study was done in 1991 by an independent evaluator, Dr. Michael Agopian from Cal State Long Beach. Based on his study, he stated that kids that were involved in GAPP had a significant increase in school attendance and performance, a decrease in recidivism, truancy, and both gang and drug involvement. The study il-

lustrates the impact of a focused intensive prevention tactic to serve juveniles. GAPP should be recognized as a balanced, practical, and intensive attempt to provide juveniles an alternative to gang involvement.

The School Crime Suppression Program is similar to GAPP, except that we place probation officers on selected high school and middle school campuses throughout the county of Los Angeles where they, very closely, monitor their kids' performance; and those are kids that are prone to violence, truancy, vandalism, and gang activity. So we are seeing them every day. We bring much needed resources on campus, and we are the essential link between the kids and the school, communities, and families.

Because the need is so great and our resources are limited, we have been successful in contracting with various municipalities and school districts who wish our services. Unfortunately, it doesn't meet all of the need. Multiagency partnerships, community-based or school-based and family oriented with multidimensional aspects have been proven to be the most effective in preventing kids from getting involved in gangs.

Both GAPP and School Crime were designed in keeping with this model and have been very successful in their efforts.

Unfortunately, due to the serious budget crisis in the county, both GAPP, School Crime, and our Specialized Gang Supervision Program are slotted to be eliminated next month, along with a lot of other very valuable probation programs.

If that happens, it will be a tragedy.

Thank you.

Chairman MARTINEZ. Thank you.

[The prepared statement of Ms. Moss-Manson follows:]

SANDRA MOSS-MANSON, DIRECTOR

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L.A. County Probation Dept.
GAPP/SCSP

In July, 1988, as a result of the escalating gang and drug problem in Los Angeles, the Los Angeles County Board of Supervisors, at the recommendation of the Chief Probation Officer, authorized the implementation of a gang and drug prevention program.

After extensive research and experience in working with both hardcore gang members and youth at risk of gang involvement, Probation staff designed and developed the Gang Alternative and Prevention Program (GAPP). The Program concentrates on predelinquent and marginal gang youth who live in neighborhoods characterized by a high crime rate, violent gang activity and heavy drug use.

Emphasis is given to Elementary and Junior High School age youngsters who are either identified as "at risk" for serious gang/drug involvement, or who demonstrate gang type behavior, such as graffiti writing, gang talk, wearing gang apparel, intimidation of others, and gang associations.

Deputy Probation Officers are housed in offices throughout Los Angeles County in seven (7) different geographic areas. The majority of their time is spent either on various school campuses, in the community or in the homes of their clients. The primary source of the referrals to the program initiates from school personnel, who are often the first to recognize the classic warning signs of gang or drug involvement. The youth generally exhibit problems in multiple settings, such as attendance and performance problems in school and discipline problems in the home.

After a referral is made by school personnel, parents, community workers or police, the Deputy Probation Officer conducts an investigation to consider the suitability for the program. Often a referral to any number of community agencies may be sufficient to resolve the problem. If it is determined that more intensive supervision and monitoring is necessary, an appointment with the family is made. Those youth who meet the criteria, are accepted into the program.

An important component of the program is familiarization with resources in the community, which allows the probation officer to make referrals that best meet the needs of the child and family and coordinate activities so that there is no duplication in services. Frequently, resources are unavailable. The probation officer networks with agencies in the community for the purpose of developing resources to meet the needs.

One of the most important aspects of the program is the ability to avail families most in need of assistance to agencies in the community. Often resources to help youth and their families exist, but the people who need the services the most are unaware or unmotivated to participate. Through careful analysis of each case and planning unique to each youth and their family, the probation officer is not only able to make meaningful and necessary referrals, but then carefully monitors and follows up to ensure that the child and family participate.

Research indicates that a family centered, community based program is most effective in preventing gang involvement. GAPP takes a holistic approach, working with the entire family, rather than just isolating the youth "at risk". For example, after an analysis of the case, if it is determined that the parents are in need of parenting education, the probation officer discusses the importance of parenting classes with the family, locates a program that is close to the home, affordable and convenient and then refers the parents. Frequently the probation officer either helps to develop the class or teaches it.

Most probation officers in the program are certified parenting instructors, which allows them to teach classes or offer individual segments in the home, where and when appropriate. Fear and inertia are difficult obstacles to overcome, so that the probation officer frequently takes either the parent or child to first meetings in the community. Parents comment that at first they were afraid to attend parenting classes or counseling, but after going to a session with the probation officer they were relaxed and received much benefit from the instruction. Many hours are spent with the family in order to develop the rapport and trust necessary for families to follow through with recommendations for service made by the Probation Officer. Programs sometimes fail if there is no follow through and on going assessment to determine if a given service actually meets the needs of the child and family. Follow up is a critical element of GAPP services.

Strengthening the family, assisting them to form closer relationships with their children and connecting families to the community, who are available to meet their needs, is a most important aspect of the program. The probation officer is a facilitator in that process, matching the family's needs with the most effective and accessible resources. This is central to the program's success. The community and the services will be available for the family long after probation's intervention. If the probation officer is successful in linking them together, then the community will be able to support the family and all children in the family, rather than creating a dependence on the Probation Officer.

Another critical aspect of the program is ensuring regular school attendance and acceptable performance. Research shows a high correlation between school drop out and gang involvement. GAPP officers work closely with school personnel in order to identify potential problems and prevent them. This often means obtaining tutoring or other educational services for GAPP minors.

Frequently, children lose interest in school due to low self esteem, feelings of failure, lack of involvement in meaningful activities and lack of attention. GAPP officers refer youth to a variety of recreational activities that both meet their interest and involve their time after school and on weekends. It is not unusual to see GAPP officers starting a basketball or football league in conjunction with Parks and Recreation, referring kids to boxing programs designed to assist gang involved youth, holding weight lifting classes either at school or at local recreational centers or organizing any number of educational/recreational activities. Frequently this serves the multiple purpose of involving kids in positive alternatives, enhancing self esteem through success in a chosen endeavor, exposing youth to a variety of activities previously unavailable to them and providing positive reinforcement from adults through positive activities.

For either older youth or older siblings, the GAPP officer becomes familiar with job training programs and job opportunities, often taking the time to help clients fill out job applications and refer them to available programs who target "at risk youth" seeking employment.

From the inception of the program, it was apparent that there would not be enough GAPP officers to adequately service the large geographic area of Los Angeles County or the intensive needs of many of the impoverished areas within the County. In response to these limits, GAPP units have concentrated their resources within very specific geographic areas and have contracted with school districts, law enforcement agencies and/or municipalities willing to pay half the cost of the probation officer's salary. Nevertheless, the need for GAPP services far outweighs the ability to provide. GAPP services are maximized by working in conjunction with a variety of community agencies with the goal of preventing gang involvement. These collaborative efforts prevent duplication of service, are more comprehensive and effective in their ability to prevent gang involvement and effectively utilize limited financial resources.

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L.A. County Probation Dept.
GAPP/SCSP

The Chief Probation Officer has stated, "The Gang Alternative and Prevention Program is a pace-setting program in the field of community corrections. I am proud to have our officers working with youths to deter them before they enter the criminal justice system."

Dr. Michael W. Agopian, former Deputy Director, Bureau of Justice Statistics, U.S. Department of Justice, while at California State University at Long Beach, conducted an evaluation of GAPP in 1991. In the executive summary of the report, it states in part, "a number of special programs have been implemented to deal with gang violence in Los Angeles County. These anti-gang projects have largely focused on efforts to arrest and prosecute teenage or young adult gang participants.

During 1988, the Los Angeles County Probation Department designed and implemented a unique anti-gang prevention effort, the Gang Alternative Prevention Program (GAPP). GAPP is designed to provide intensive supervision and coordinated services to young, "at risk" juveniles who are on probation for relatively benign offenses. GAPP is a correctional effort with a unique objective: Deliver delinquency prevention services to juveniles before their gang affiliations become entrenched.

This study is an effort to evaluate the impact of GAPP. The research utilized two groups of delinquents--GAPP cases and a comparison group of juveniles on probation but not a part of GAPP. All cases were followed for six months. A survey also was carried out of 100 cases screened but rejected for supervision by GAPP.

Overall, GAPP had a valuable impact on the probation and educational performance of clients. Student grade point averages increased during the supervision period and truancy was reduced. Reductions in gang involvement, and drug and alcohol use, were identified. According to a variety of measures, recidivism of GAPP clients was reduced. During the probationary period, GAPP clients reported fewer arrests, juvenile citations, and convictions...The present study illustrates the impact of a focused, intensive, prevention tactic to serve juveniles...GAPP should be recognized as a balanced, practical, and intensive attempt to provide juveniles an alternative to gang involvement."

The School Crime Suppression Program (SCSP) is very similar in objectives and design to GAPP, with the difference that SCSP addresses serious problems of violence, gang activity, vandalism and truancy that have disrupted the academic process on high school and middle school campuses throughout the County of Los Angeles.

Schools have an urgent need for more intensive supervision than can be provided through traditional probation services. Through SCSP, the Probation Department has placed deputy probation officers at over 20 high schools and several middle schools. This allows greater supervision and other support services to juvenile probationers, often intervening effectively in preventing further criminal behavior.

The objectives of SCSP are:

- Reduce campus violence attributed to school-site probationers.
- Improve attendance of juvenile probationers.
- Provide positive alternatives and enhanced self esteem for "at risk" youngsters before they become entrenched in gangs and drug use.
- Network with various community and parent groups regarding gang and drug prevention.
- Provide intensive supervision and insure imposition of appropriate sanctions for probationers under SCSP supervision.

Each SCSP officer tailors a program to meet the needs of a specific school, as each GAPP unit is tailored to meet the needs of a specific community; thus each program is unique in it's concept and delivery of services.

Some of the services of SCSP are:

- Monitor attendance and report alleged violations to the court.
- Provide consultative and informational services to schools.
- Participate with the school and community in the development of delinquency prevention programs.
- Provide referrals for tutoring, recreation, job development/training, and cultural experiences.
- Participate in civic programs which enhance public understanding of the SCSP services.
- Refer families to parent education programs.
- Drug testing, when appropriate.

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L.A. County Probation Dept.
GAPP/SCSP

As with GAPP, the Probation Department has successfully contracted School Crime Suppression Program Services to area school districts.

Multi-agency partnerships within and between public and private sector entities that are community or school based, capable of providing multi-agency resources and family-centered services, have proven to be the most effective in preventing gang and drug involvement. Both GAPP and SCSP were designed in keeping with this model and have been very successful in their effort.

Chairman MARTINEZ. Mr. Weldon?

Mr. WELDON. Good morning, Mr. Chairman, and members of the subcommittee. My name is Ken Weldon, and I am the Supervisor of the Community Relations Unit of the El Monte Police Department.

I am a native resident of El Monte, and I have been a police officer with El Monte PD for 22 years. I have been in my present assignment for the past 18½ years.

Our unit has been effectively working in gang intervention and with youth in need and at risk and their families.

In November, 1974, we began our program in conjunction with the local schools and the Boys Club of San Gabriel Valley. There were seven active gangs with a membership of 1,500 members. Today there are remnants of two of these gangs and an estimated gang membership of less than 100.

One of the key elements of the success of this program has always been the full support of Chief of Police Wayne Clayton and the enlightened direction of our city councils both past and present. Without their support and encouragement, our task would have been impossible.

Another key element was collaboration. We brought together all of the resources of the community and focused our efforts on a common goal. The goal was to reduce gang violence and criminal activities.

One of the noteworthy approaches we pioneered was using the resources of the police department to help gang members find employment. We discovered, through job development and placement, gang leadership preferred to work and become gainfully employed rather than running the streets. We have helped secure 1,000 private sector, unsubsidized jobs. Rainbow Plastics has hired 300 gang members. Because of this, our positive relationship with gang members has led to dozens of firearms being voluntarily turned in and problem resolution between rival gangs and their members. There has been no extra cost for these lifesaving activities, but I am certain that many, many lives have been spared by our interventions.

Unlike other police departments, we are recognized by most gang members as trusted friends or allies rather than the enemy. Frequently young men, upon release from jail or prison, stop by our office when they get back to the community because they know we are there to give them a hand and set them on the right direction.

Now, we are embarking on a new chapter of community policing. We have established a storefront substation centrally located to the primary shopping mall and public transportation. This new facility incorporates a community service center concept and expands our capabilities and volume of service to families and youth in need and at risk.

Today, our unit has six sworn police officers, two of which are assigned to work full time with our elementary schools; a full-time counselor; a part-time bilingual counselor; and numerous volunteers from our community that are dedicated to working with youths to assist with problems. Also represented in our service center are probation officers and a parole agent. We maintain close contact with several community organizations, such as our schools and the Boys and Girls Clubs of San Gabriel Valley.

One of the programs which is favorably received by our community is our graffiti abatement and removal program where youth make a community service restitution for their graffiti vandalism. This augments a citywide program that is conducted by the Boys and Girls Club.

Our goal is to make our center into a comprehensive, one-stop, support center for youth with problems.

Some of the programs that we intend to provide include:

safe and adequate space for free tutoring for local youth by educators from schools;

space for a toy-loan library utilizing educational tools not otherwise available or affordable for low-income disadvantaged youth;

space for expansion of our current graffiti removal program to provide a variety of other community services that would be available to volunteers of all ages as well as those referred by the courts;

space for an ongoing, schoolday truancy sweep program, which would have a direct impact on our daytime crime rate. This will put us in contact with youth in need by our officers;

ongoing camping and enrichment trips;

bicycle repair, weightlifting, and other recreational activities supervised by college interns;

counseling groups for habitual runaway youths;

rap sessions conducted by high school counselors and administrators;

ongoing drug and gang awareness classes for parents and youth; and

parenting classes, both court-ordered and voluntary.

We are very excited that these programs hold the future for dramatic impact on drugs, gangs, graffiti, and other youth-related problems in our community; and this innovative center will make it possible for the youth and families to reap the benefits that will positively affect the behavior of many of our local youth.

I have submitted to this subcommittee a copy of the case study described in the El Monte Plan which was conducted by the University of Chicago under a grant from the Office of Juvenile Justice and Delinquency Prevention, which described the key elements of our program in more detail than I possibly can at this time.

I wish to thank the Chairman and members of the subcommittee for this opportunity to bring our programs to your attention.

Thank you.

Chairman MARTINEZ. Thank you.

[The prepared statement of Mr. Weldon follows:]

CITY OF EL MONTE

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WAYNE C. CLAYTON
CHIEF

PETER MIRELES
ASST. CHIEF

BILL ANKENY
CAPTAIN

MARK GURROLA
CAPTAIN

TESTIMONY OF OFFICER KEN WELDON
BEFORE
THE EDUCATION AND LABOR SUBCOMMITTEE ON HUMAN RESOURCES
El Monte, California
June 4, 1993

Good Morning Mr. Chairman and members of the subcommittee. My name is Ken Weldon and I am the Supervisor of the Community Relations Unit of the El Monte Police Department.

I am a native resident of El Monte and have been a police officer in this department for 22 years. I have been in my present assignment for the past 18½ years.

Our unit has been effectively working in gang intervention and with youth in-need and at risk, and their families.

In November, 1974, when we began our program, in conjunction with the local Boys Club of San Gabriel Valley, there were approximately seven active street gangs with a combined membership of over 1,500 members. Today, there are remnants of two of these gangs with an estimated active gang membership of less than 100.

One of the key elements to the success of this program has always been the full support and guidance of our Chief of Police,Wayne C. Clayton and the enlightened direction of our City Councils, both past and present. Without this support and encouragement our task would have been impossible.

Another key element was collaboration. We brought together all of the resources of the community and focused our efforts on a common goal. The goal was to reduce gang violence and criminal activities.

One of the noteworthy approaches we pioneered was using the resources of the police department to help gang members find jobs. We discovered that through job development and placement the gang leadership preferred to work and be gainfully employed rather than running in the streets. Since we began to help gang members find jobs, we helped gang members secure over 1,000 private sector, unsubsidized jobs. Our positive relationships with gang members has led to dozens of firearms being voluntarily turn in and problem resolution between rival gangs and their members. There has been no extra cost for these life-saving activities but I am certain that many, many lives have been spared by our interventions.

Unlike other police departments, we are recognized by most gang members as trusted friends rather than the enemy. Frequently, young men, upon the release from jail or prison, make their first stop, back in the community, to our office. They know were there to help them.

Now, we are embarking on a new chapter of community policing. We have established a store-front sub-station, centrally located to our primarily shopping mall and public transportation. This new facility incorporates a community service center concept which expands our capabilities and volume of service for the families and youth in need and at risk.

Today, our unit has six sworn police officers, a full-time counselor, a part-time bilingual counselor, several college interns and numerous volunteers from the community dedicated to working to assist youth with problems. Also represented in our service center are probation officers and parole agents. We maintain a very close contact with community organizations such as the Boys & Girls Club.

One of the programs which is very favorably received by the community is our graffiti abatement and removal program where youth make a community service restitution for the graffiti vandalism. This program augments a city-wide program conducted by the Boys & Girls Club.

Our goal is to make this center into a comprehensive, one-stop support center for youth with problems. Some of the programs that we intend to provide include

- Safe and adequate space for free tutoring for local youth by educators from our local school districts.
- Space for a toy-loan library utilizing educational tools not otherwise available or affordable for low, income, disadvantaged youth.
- Space for expansion of our current graffiti removal program to include a variety of other community services that would be available to volunteers of all ages as well as those referred by the Courts.
- Space for on-going schoolday truant sweeps, which will have a direct impact on our daytime youth crime. This will put us in contact with additional youth-in-need by community relation officers.
- Ongoing camping and enrichment trips.
- Bicycle repair, weight lifting an other recreational activities, supervised by college interns.
- Establish counseling groups for runaway youth and parents of runaway youth.

- Routine youth "rap" sessions conducted by high school counselors and administrators

- Ongoing drug and gang awareness classes for both parents and youth.

- Parenting classes, both court ordered and voluntary.

We are very excited that these programs hold the future for a dramatic impact on drugs, gangs, graffiti and other youth related problems in our community. This innovative center will make it possible for more youth and their families to reap the benefits of many exciting programs that will positively affect behavior of many local youth, whose problems would otherwise remain unaddressed.

I have submitted to the subcommittee a copy of the case study, describing the "El Monte Plan", conducted by the University of Chicago, under a grant from the Office of Juvenile Justice and Delinquency Prevention, which accurately describes the key elements of our program in far more detail than I possibly can at this time.

I wish to thank the Chairman and members of the subcommittee for this opportunity to bring our programs to your attention. I would be pleased to respond to any questions at this time.

YOUTH GANG SERVICES
Project.

What are the signs of gang involvement?

1. DRESS - a predominence of one colored outfits such as all dark clothes, a scarf or one color worn with every outfit. An excessive amount of dark pants and shoes, a dark jacket or sweater worn with every outfit, a white tee shirt, oversized pants worn regularly. White tennis shoes, colored shoe strings are also a gang dress indication. Baseball caps, levis with turned up cuffs.

2. TATOOS - a rose, tear drops, markings similar to those seen on walls, a marking in or around the hand area, neck, forearm, shoulder or leg.

   MAKE-UP - heavy eye make up, heavy white shadows or highlighter, heavy rouge, dark lipstick.

3. HAIR - cut in what is called the "feathered look" at the top and left loose in the back or pulled to the back with a pencil or afro comb. Hair nets, and often two tone hair coloring is also used. Rollers and braids in both male and female hair is used as a common identification.

4. LANGUAGE - excessive swearing, code names or unusual descriptions or ordinary objects, places or people.

5. FRIENDS - girls or guys you would ordinarily indentify as belonging to gangs or being involved in some form of negative behavior.

6. ATTITUDE - rebellious, lack of enthusiasm, negative, flippant, sarcastic, unresponsive, unconcerned, etc.

7. SCHOOL ATTENDANCE - cutting classes, getting into fights with teachers or other students, grouping becoming encourage, difficult in class, no homework, no books ever being mentioned or taken here, no interest in subject or any kind of school activities, becoming a truancy problem, seen in areas outside of campus on a regular school day.

8. NO PARTICIPATION IN FAMILY ACTIVITIES - unwilling to attend family gatherings, sharing regular meals with the family, attending services with the family, etc.

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WAYNE E. CLAYTON
CHIEF
PETER MIRELES
ASST. CHIEF
BILL ANKENY
CAPTAIN
MARK GIBBONEY
CAPTAIN

June 1, 1993

Attached is a recent study conducted by the University of Chicago. Since the completion of this study, our Community Relations unit has moved to a store front substation, centrally located in our major retail shopping mall and public transportation area. The facility has a "Community Service Center" concept to expand our capabilities and service for the families and youth in need, and at-risk.

In addition, we have a full time counselor, part time bilingual counselor, four counselor interns, in-house graffiti removal program, and two police officers who work full time with our elementary school districts.

If you have any questions regarding our program or would like to visit our store front substation, we encourage you to contact our Community Relations office at (818) 580-2180.

Sincerely,

Wayne E. Clayton
Chief of Police

WEC:ca

THE UNIVERSITY OF CHICAGO
THE SCHOOL OF SOCIAL SERVICE ADMINISTRATION
969 EAST SIXTIETH STREET
CHICAGO • ILLINOIS 60637

January 26, 1990

Officer Ken Weldon
El Monte Police Department
Community Relations Unit
11333 Valley Blvd.
El Monte, CA 91731

Dear Officer Weldon:

As promised we are sending you a copy of the final version of the case study. We hope that you will be pleased with the result. If you have any questions or concerns, please feel free to contact us at (312) 702-1250.

Sincerely,

Irving A. Spergel
Principal Investigator

Ron Chance
Project Director

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CASE STUDY 5

El Monte, California

Background

El Monte, a suburban community of 100,000, is located 15 miles east of downtown Los Angeles, in east central Los Angeles County. It consists of a 10-square mile area with a small airport, 8 parks, 28 elementary schools and 5 high schools. About one third of El Monte's area comprises industry and retail stores. It has a fairly strong industrial base of light industry and factories requiring ample numbers of semi-skilled and unskilled labor. The community has undergone considerable cultural and economic change from an 85 percent white population living in mainly owner-occupied single dwellings to a more than 62 percent Hispanic population living mainly in large apartment complexes and rental dwellings.

El Monte has experienced continuing population mobility and expansion. In the early 1970s, it had a population of 70,000. Growth has come mainly from low-income Mexican-American families, often dispossessed from properties and communities partially demolished because of the expansion of the freeway system east of Los Angeles. There has been an average population influx of a 1,000 persons per year during the past three years. Yet there is a sense that the community's population and way of life have stabilized. The population seems older.

In some respects, the growth and development of El Monte, particularly its gang problem, has been influenced by its

adjoining community, a separate jurisdiction South El Monte, listed in a recent census report as the 15th poorest suburban community in the country. The South El Monte community was regarded as the most gang and crime ridden of the greater El Monte area. Heroin trafficking and gangs, especially gang graffiti, were listed as the top crime concerns in police and school surveys of the mid-1970s.

The Youth Gang Problem

The youth gang problem in El Monte was preceded by "hot rod" clubs in the early 1960s. The El Monte Flores (EMF) gang was formed in the city with an influx of youth, particularly from South El Monte, in 1968-69. Soon counter gangs formed. The delinquent groups or gangs were not well-developed, with symbols, colors, and other gang identifications. Some of the youth were arrested for crimes against property and sentenced to probation camps, where their identification with gangs solidified. EMF especially became better organized. By the mid-1970s, their numbers had increased from 600 to 1,500 members in El Monte, according to several informants.

The problem grew very serious in this period. Seven gang-related homicides were identified by the El Monte Police in 1975. "Violence, shootings, stabbings were common," according to the principal of Mountain View High School, one of five high schools that students from the area attended. Gang activity, including student harassment and forced recruitment, was at its height. In

addition to EMF, there were varying estimates of 4 to 13 other gangs, ranging in size from 10 to hundreds of members. The most active of the gangs, other than EMF, had no more than 100 members, however.

Community Response

The Boys' Clubs and the police department were the key agencies in a long struggle to deal with the youth gang problem. In 1975, a meeting took place between members of the police department and the local chapter of the Boys' Clubs. "The El Monte Plan" was formulated to attack the problem. Prior to the meeting, the police concentrated on a suppression approach, and according to Clay Hollopeter, Executive of the Boys' Club of San Gabriel Valley, the strategy was "not successful in stemming gang violence." Police wore helmets and had the appearance of storm troopers. Hollopeter stated publicly that "this approach was not right." However, he also approached the police chief, M. L. Matthews (who retired August 1978) and Deputy Chief Wayne C. Clayton (who succeeded Matthews and is currently Chief of Police), to develop an alternative, more comprehensive effort, that would include the Boys' Club, local businesses, and other agencies.

Hollopeter's strategy was for the El Monte Police Department and the San Gabriel Valley Boys' Club to join resources and locate "jobs for identifiable leaders of the gangs. The older youth, 18 to 21, would be placed on evening shifts, and the younger youth would be placed in part-time jobs, with commitments to remain in

school." The underlying idea was to remove "leadership from the gangs by introducing them to economic dependency and family responsibility." The strategy was not so much to obtain jobs for youth as to divert them from criminal activity during a vulnerable adolescent maturational period. The employment was to be the basis for a "long range solution to our revolving door delinquency problem."

Officer Ken Weldon, in charge of the community relations unit of the police department in the mid-1970s, was assigned to work with Hollopeter. A division of responsibility between the Boys' Clubs and the police department was established. The police continued to operate on the assumption that if they eliminated the "hard-core" of the gang, the gang problem would subside considerably. However, suppression would not be the answer alone. The police department could not afford "a special project such as the Sheriff's Office or L.A.P.D. did, and decided that the amount of work necessary to put the large number of 'hard-core' members in jail was a very difficult goal to attain. In addition, the average jail sentences for even the most violent of crimes then committed by young adults was not sufficient to ensure peace on the streets for any extended period of time" (Poirier 1979, p. 23-29).

A two-pronged attack was formed. "First, assist those gang members who showed any desire whatever to go straight with whatever was necessary to accomplish this goal, and second, to concentrate enforcement efforts on those who would not try to

conform to normal social behavior" (Ibid.). Control and reduction of gang violence as well as removal of graffiti were key. Gang leaders were the first to be targeted. Eventually, a wider range of youth and young adults were targeted to receive services, including females, youth and young adults at risk, as well as delinquents generally from the community. Excluded from the program were gang members who used heroin.

Jobs

Jobs were to be the heart of the program. Jobs had multiple values for dealing with the gang problem. According to Hollopeter, it gets "rid of the leaders." The life style of the gang leader is changed in "an adult direction." It not only takes him off the street for a large portion of the day but also fulfills his need to assert his manhood by being able to support his family. It helps to breakdown gang affiliation. It is an acceptable excuse for "not hanging around with the boys." Ideally, the employment should be located outside of the neighborhood. Alternatives to jobs include the Armed Services, Job Corps and the California Conservation Corps.

The police, mainly the Community Relations Unit, handle all applicants over 18 years. "Two full-time Community Relations Officers administered the program with the assistance of several part-time volunteers. The services included all phases of securing a job: 1) obtaining job leads; 2) contacting gang members and raising the issue of prospective employment;

3) familiarizing gang members with application procedures and . . . the job interview situation;

4) arranging transportation, if necessary, to assure that the interview appointment was kept and that the client arrived on time for the first day of work . . . ; 5) encouraging applicants to discuss work adjustment problems with Community Relations personnel" (Willman and Snortum, 1982).

The Boys' Club was expected to handle all of the job applicants under 18 years of age. Their role included: 1) "recruiting" youth through an "outreach" process to see if the youth was able and willing to assume the responsibilities of the job; 2) providing counseling in regard to work adjustment skills since many of the youth were handicapped by inadequate values, attitudes and expectations about a job; 3) matching the right youth "with the right job"; 4) individualized "follow-up counseling" to keep him on the job "long enough to see that he can master needed skills and overcome any frustrations and difficulties"; 5) ongoing "support services and referral" so youth can solve their other personal problems.

At one time, before a gang member was sent on a job interview, he was also given a 12-hour course developed by The Boys' Clubs of America and the U.S. Labor Department. The number of hours of instruction was then increased for younger youth to between 20 and 30 hours and reduced for older youth to between 6 and 7 hours. The course was conducted by two of the Community Relations Officers and covered essentials such as how to fill out a job

application and how to act in a job interview. The gang member was sent to the interview alone so that he could "feel proud that he got the job on his own if he is hired." "Providing employment shows the youth that he does not have to "continue to be a gang a gang member." It should be noted that some employers attempted to determine the youth's interests in order to place him on a job he would like.

Suitable jobs were found in various ways. The Chief of Police and his staff used their acquaintances in the private business sector to explain the program and gather commitments to hire gang members. The director of the Boys' Club did the same: positions were sought that required no specialized training, and the businessmen were informed that follow-up would be provided, in case problems developed. The businessmen were requested to place the gang members on night and weekend shifts, prime time for gang activity. Since gang members were used to night living with late morning or early afternoon rising, it was also thought they would adjust to night shifts more readily. Special care was given to placing gang members in businesses or places of employment on their own or neutral turf to avoid contact with rival gang members and thereby minimizing problems of commuting to and from work (Poirier, pp. 29-30).

Graffiti

A graffiti analysis and removal program was initiated by the Boys' Club in close cooperation with the El Monte Police

Department, and with the assistance of a great many businesses and citizens. The graffiti analysis and removal program was extremely important, but not simply for cleanup or aesthetic purposes. It was a source of intelligence information intimately connected to the control and prevention of gang activities. It was estimated that gang-related vandalism and graffiti were costing the San Gabriel Valley communities, mainly El Monte, over a half million dollars per year. Graffiti was the prime concern of all area citizen groups. It was indicative of greater crime-related problems.

The program involved a team and a truck operated by Boys' Club staff 40 hours per week. The team included painters, either from C.E.T.A., employees of the Club, or youth or adults assigned by the local municipal court to work in lieu of fines or other punishment. The team painted over any graffiti that was visible from the streets and alleys (with the owner's permission). City, county and state paint crews were notified as soon as graffiti appeared on public structures, such as on freeways, sidewalks, and roadways, particularly when sandblasting was required. Paint for the Boys' Club's graffiti removal operation came from donations by large businesses as well as from monies provided by the city.

A special graffiti day removal project was held. The El Monte Police Department Community Relations officers played a major role, speaking at civic organizations, including Rotary and Kiwanis clubs, and soliciting funds for paint, brushes, rollers, refreshments, and gasoline. Requests for volunteers were widely

advertised; scouting and explorer groups, school clubs, and concerned citizens responded. A month of planning was required to identify the worst areas, divide the city into manageable units, and make appropriate team assignments. Within a ten to twelve-hour period "graffiti was completely removed from a community that was covered from one end to the other." The Boys' Club team was then able to continue on a maintenance basis. A "Graffiti Hotline" at the Boys' Club was established; stickers were placed throughout the community which indicated that a call to the Boys' Club would result in a same-day response. In addition, police patrol officers made written notations of all graffiti on their beats and gave them to the Community Relations Officers who in turn transmitted them to the Boys' Club for removal. Schools and parks have continued to make graffiti reports on a regular basis.

Just as important, if not more so for purposes of police intelligence, the paint crew carefully copied the graffiti onto paper, before removal. Nicknames, monikers, and gang names as well as locations were analyzed by police officers and the director of the Boys' Club. Information was thereby obtained on the scope and changing nature of the gang problem, particularly the state of relations between certain gangs and those individuals active in precipitating gang hostilities. The top writers became the targets of efforts by the Boys' Club staff and the police department. Identification of the graffiti writer and the location of the graffiti permitted the police to know when a new graffiti writer or a new gang was in town. The police and the

Boys' Club representatives then visited the home of the youth and informed him and his parents about steps that would be taken should gang activity continue.

The Boys' Club and Police Community Relations staffs notified probation and parole agencies if the need for increased supervision of or special attention to the youth existed. This information was sometimes submitted by probation or parole reports to the court for consideration in sentencing. Job assistance for a graffiti writer might be contingent on graffiti removal. The Boys' Club staff also contacted parents who often were not aware that a son was an active member of a gang. Letters were sent to parents with bills for the cost incurred in graffiti removal, not so much to collect damages as to make parents aware of violations by their son of the penal code and the civil liabilities involved if their son was caught.

Other values of the program included removal or even prevention of graffiti before rival gang members became aware. This avoided gang confrontations "ranging from name calling and fist fighting to stabbings and shootings." If the rival gang did not see the graffiti, the temptation or need to retaliate was often removed (Poirier 1979, pp. 34-38).

Project Return

The third of the major collaborative projects undertaken by the Boys' Club and the police department was called Project Return. "It was first undertaken in 1977 when Gus Collingsworth,

the California Youth Authority Parole Officer in the El Monte area, Clay Hollopeter, and the two Police Community Relations Officers began monthly visits to the CYA Training School in Chino, California. The program is currently largely underwritten by the County Justice System Subvention Program and is designed to help incarcerated youth returning to the San Gabriel Valley. All the youth are on probation at the time of intake and many are gang members.

The police are advised by CYA when a youth is coming out of the probation camp. One of the strategies is to single out "gang leaders, get them a job, and keep them occupied so as to remove them socially from the gang." Contact is also made with parents to assist in adjusting to their son's return. The Boys' Club provides "aftercare support services and counseling to a youth returning from Probation Department detention [camps]. Services include pre-release screening and assessment, development of individualized case plans, school re-enrollment, and/or employment assistance, social adjustment counseling and other supportive interventions deemed advisable. Intensive Services are offered during the first month" (Application for Funding, County Justice System Subvention Program 1988).

Normally the youth remains in the program for six months after release from a camp. The critical time, and the point when the program is most active, occurs when the youth first returns home. The El Monte Day Center School, operated by the LA County Office of Education in the agency's El Monte facility, permits a ready

transition from the probation camp's school without loss of academic credits. It provides Boys' Club staff an opportunity, especially in the first transitional months, to maintain close contact with the youth and deal with possible family crises, individual, and other problems.

Non-camp youth may also be referred to the program by probation officers and/or the Juvenile Court. The program does not perform any probation functions such as monitoring and/or enforcement of court orders.

Networking

Respondents in El Monte believe that the key to their distinctive approaches to the gang problem has been its networking or collaborative character. Despite formal contracts with the county and city for funding purposes, all collaborative or coordinated arrangements have been informal without regular official meetings. No formal task force has been developed. Close relationships have existed among principal actors, particularly the Chief, Deputy Chief, the Coordinator of Community Relations of the Police Department, the Director of the Boys' Club, the high school principal, the probation and parole officer liaisons in the area, and key business persons. All have been deeply committed to the same philosophy, perspectives and set of strategies.

At the heart of these informal networking relationships is the rapport developed between Clay Hollopeter, the Boys' Club

director, and Ken Weldon, the Police Community Relations officer. The trust and openness developed between those two actors apparently has been a catalyst or context for the development of open lines of confidential communication about gangs, gang youths, and related problems with a great variety of other actors: from obtaining information about homicide suspects, locations of weapons, tips on jobs to special arrangements, or "breaks" for youth in court. This rapport or positive relationship has apparently been transferred to gang youth themselves, who have established a surprising amount of trust with various officials and community actors, including the police.

Agency Leader Roles

A long-term, complex and comprehensive approach of a communal nature, developed to deal with the gang problem is part of an articulated, rational philosophy of delinquency prevention and control. The key organizations, the Boys' Club and the police department, have evolved a set of complementary strategies and programs, along with those of schools, probation, and community businesses for affecting the problem. The character, basic assumptions, and perspectives of the leaders of these organizations need to be examined.

Boys' Clubs

Hollopeter is a charismatic, deeply committed advocate on behalf of the interests and needs of gang youth. He perceives the

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gang problem as a very complex one. On the one hand, he describes gang youth as normal, with leadership potential and other qualities that can be transferred to the role of effective employee. On the other, he reports that a typical gang member is from a broken home or a large family without supervision, has no male authority figure to provide strong parental discipline, has a poor self-image, and is an underachiever (Barker, 1980).

Hollopeter states that gang leaders "have the ability to assume leadership roles in a job." They have a strong sense of loyalty which can be transferred to the job. "We're not trying to destroy the gang to reduce the gang's influence on the kids. Gangs are not necessarily bad. They provide needed security and brotherhood. I tell the kids to stop doing stupid things. I don't tell them to give up their friends" (Keynote Magazine, 1977).

Hollopeter reportedly makes a distinction "between gang activity and delinquent criminal activity," although he states that "by and large, all of the gang leaders are delinquent criminal types" (Barker, Ibid.). He makes an interesting distinction between the gang member in his gang role and in his individual delinquent role. He is reported to have said that "individual members may steal cars, rob houses or take dope, but this activity is independent and incidental to gang membership." The gang presumably connotes something positive and traditional for the social development of barrio youth (Baker, 1980). These are complex, and not always clear, or consistent perspectives, but

they do permit Hollopeter and his Boys' Club staff--some of whom were gang members themselves at one time--to manage relationships with gangs and gang members and at the same time to facilitate the transition of gang youth to more conventionally acceptable patterns.

Hollopeter has articulated a three-pronged approach to helping gang youth: 1) Individualization -- "It is necessary to offer each youth an individualized program of service needed to normalize his life"; 2) Networking -- "A network of supportive service providers, agencies and referral has to be developed that can provide long term aid and assistance . . . Other agencies must . . . work with our youth and to provide them the quality and quantity of service that they would otherwise offer their other clients. The Club becomes the conductor of an orchestration of varied services . . ."; 3) Advocacy -- "Advocacy on behalf of the youth and an effort to bring about corrective changes in the community. . . . Sometimes you must take a firm, hard, strong stand on critical youth services and risk offending policemen, social workers, probation officers, teachers, principals and other so-called youth workers when you defend your position as a youth advocate and ombudsman." Hollopeter advises that "at risk" youth be mainstreamed rather than put into special "gang" programs "existing programs and procedures must be modified so that they 'fit the youth' rather than expecting the youth to 'fit the program.'" There must be faith that the youth will turn out okay, the agency or worker is only speeding up the inevitable. To

achieve these objectives, Hollopeter indicates that the Boys' Club program provides a variety of camping, recreational, job referral/placement, crisis intervention, mediation, collaborative agency and advocacy programs (Hollopeter 1985).

Police Department

The police department approach, especially under the leadership of Ken Weldon, Community Relations Unit, is a unique example of community involvement and innovative community policing. The blend of social worker, community organizer, and police officer in Ken Weldon is unusual. He believes a key reason for "El Monte's success has been because his unit has been able to transcend its traditional law enforcement role. His unit is physically separated from the police station and thereby provides a setting in which people feel comfortable."

Weldon says his unit's role is the development of "school programs, sporting and camping activities, counseling, employment, tutoring, and assistance with any social problems." His prevention objectives at the present time are "intervening with family and psychological problems, employment, and school problems." Weldon's staff also engages in crisis intervention and mediation of gang conflict. However, a basic function of his unit is also to provide intelligence and guidance on gang-related matters to patrol officers and other units of the police department. Weldon and his staff generally are not involved directly in arrests of gang youth and related court proceedings.

The community relation unit's officers have "intimate knowledge of the maneuverings of the local gangs and have been instrumental in solving numerous cases, all the way from thefts and fights to murder." Weldon and his staff are closely acquainted with families and girl friends "who would not normally talk to police officers and will tell them many things that are going to happen, and of things that have already happened" (Poirier, p. 40).

Weldon believes that there are two levels of gang affiliation: gang members who are "criminals first, and secondarily members of the gang . . . who are aggressive and give leadership in gang activities, but the rest of the time are involved in heavy-weight crimes of personal gain." The remainder of the gang members do not necessarily condone these non-gang criminal activities. The criminal leaders are the target of the unit's and the police department's attention. These assumptions are not fundamentally different from those of Hollopeter. The reality of the gang and certain behaviors of the gang are accepted, but criminal behavior is not.

Illustrative of his techniques of crisis intervention and mediation is the following: In a graffiti battle between two gangs that was escalating to the point of physical violence, he identified the key players in each gang and told them they would have to come together and resolve their issues or the police would step in and make life miserable for them, e.g., high visibility patrol, strict enforcement, and various search procedures. The

gangs quickly responded and were able to come to terms on their own. If someone is shot or stabbed in an incident involving gang members, either as victim and suspect, the Community Relations Unit visits the victim as soon as possible, investigates the details of the incident, and focuses on getting the combatants together to make peace. They deliberately encourage gang youth to be aware of and prevent retaliations or the spread of violence.

Weldon goes to great lengths to sensitize police officers to the interests and needs of gang youth. For example, he points out that both like excitement and adventure; both wear uniforms. He describes an incident in which gang members were allowed to ride along with police officers, in order to improve mutual understanding and relationship. On one occasion he involved police and gang youth in a role playing session in which gang members arrested police officers. One of the gang members was particularly rough during the mock shakedown process. Tempers flared. Weldon asked the gang member why he was being so rough. The youth gang member replied that recently he had been shaken down by the same officer in the same manner and humiliated in front of his friends--for no apparent reason. He said this angered him so much at the time that he went out and vandalized some property to let off steam.

Weldon handpicks his staff. They must be "firm and fair, willing to work long hours, comfortable in gang neighborhoods, non-aggressive." Police officers rotate through his unit when they first join the police department and periodically thereafter

when police transfer (or get promoted out of his unit). As a result, "they have a much more balanced perspective on gang and problem youth."

Other activities and programs of the Community Relations Unit include: mental health counseling of problem youth. "Operation Increased Attendance" involves Community Relations officers in picking up truant youth and transporting them back to school for "needed counseling." The officers visit schools to conduct drug education and crime prevention activities. They have developed recreational activities for "youth-at-risk;" for example, forming a sports team consisting of truants and dropouts. They work closely with probation officers in a variety of related diversion activities.

The Community Relations Unit is responsible for an extraordinary range of activities. They include: "Adopt-a-Cop," "Bicycle Safety," "Camping with Cops," and a "Citizen Ride Along" in which local citizens (14 years of age or older) can ride with a police officer on a regular shift for a period of three hours. Community Relations officers make home visits to juveniles who are detained for misdemeanor charges to determine if any problems exist in the family and to then make appropriate referrals to community services. The Unit supervises a law enforcement Explorer Scout troop. During summer months, Community Relations officers are assigned to foot patrol in the community parks. Other programs, directly and indirectly related to gang youth, include neighborhood watch, child abuse, runaway, and the

development of volunteer activities.

Schools

A key actor in the development of a community approach for dealing with gangs was the Fernando Le Deena, Principal of Mountain View High School, one of two high schools, where core youth gang members attended. Now principal of the El Monte Adult School, he shares many of the values of Hellopeter and Weldon and worked closely with them in the various programs developed over the years to deal with the gang problem. He believes his success with gang youth was due to "showing that we cared." Clear rules for behavior were also established. When a student stepped over the line, he was certain that "consequences would be enforced."

The principal was strongly identified with youth interests and community culture. "We would to go to the funerals of gang youth. We got them part-time jobs and employed them on campus. As long as the kids were not creating major problems, we kept them in school. If they were failing, we tried to employ them as groundskeepers. We made them part of staff. Graffiti eased or almost stopped, since they would inform us who was responsible. We went to court with the kids and would advocate for them. We went the extra step and even patrolled the community during crises."

He states that he targeted the most difficult kids to show that the school could succeed with them. When youth succeeded, he made sure that the community knew about it. He told troublemakers

"they were not bad." He emphasized that they could help make the school a better place and that they "were all Latinos and should work together." He utilized the influence of a former student who was a gang leader to get students to behave. He tried to get school staff to accept and care for gang youth. He rewarded administrative staff with promotions for pursuing this approach. He also did not permit teachers to lock classroom doors and encouraged teachers to resolve problems with gang youth through discussions.

The principal helped Clay Hollopeter and Ken Weldon in carrying out special programs for gang youth. Special recognition was directly and indirectly provided to certain youth to build up their esteem. Their successes at school were well-publicized. Gang youth were hired to coach teams in the various sports leagues established at school.

Probation

There is a tradition of collaboration by probation with police and the Boys' Club in a variety of programs: job development and job referral; the use of the Boys' Club and the Special Community Day Center to supervise youth from probation camps; notification of Community Relations Unit personnel when youth are about to be released from detention; and referral of youth on probation generally both to the Boys' Club and police for special attention and activity.

Since 1988, a probation officer of the Los Angeles County Probation Gang Alternatives Prevention Program (GAPP) has been located in the Community Relations Unit of the police department. This is a pre-probation program to divert youth from the criminal justice system. Focus is on youth in grades 5 to 8, aged 10 to 14 years. The youth referred by teachers and the police must meet some of the following criteria: 1) the youth associates with gang members; 2) wears gang dress; 3) there is a gang member in the family; and 4) there is evidence of drug use by the youth. Parents are contacted and requested to sign a release and/or waiver form for GAPP to work with these identified youth.. A variety of services are offered in this program: remedial tutoring, parenting classes, and referral to other agencies.

Assessment

The El Monte experience with gangs since the mid-1970s is noteworthy and promising, if not exemplary. A variety of agencies, particularly the Boys' Club and the police, as well as probation and schools, with the cooperation of the business community and other public and non-profit organizations have formed a sustained, innovative, and collaborative set of programs to reduce gang violence and crime. To what extent local community grass-roots organizations, churches, and parent groups were involved is not clear. Special emphasis was on the provision of jobs, removal of graffiti, involvement of youth in social and personal development activities, and ultimately the reduction of

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gang violence and crime. A combination of approaches was used: social intervention, opportunity provision at school, and on the job, targeted suppression, and a community development approach, involving organizational change and innovation.

What have been the effects and effectiveness of the El Monte experience? The effects of the program appear to be reasonably clear. A considerable amount of anecdotal and media material and some limited statistical information is available to assess the program. The results or effects of the El Monte program, particularly the more tangible job development and placement efforts, the graffiti removal program, Project Return, and the less tangible collaborative social and community climate change efforts are fairly well documented.

Effects. Since the mid-1970s, more than a thousand jobs reportedly have been provided to gang members, delinquents, and others through the efforts of the Community Relations Unit and the Boys' Club, with the collaboration of local business and other community organizations. More than 100 businesses have participated in the jobs program. A variety of jobs for youth have been developed or tailor-made that otherwise would not be available without the program. Gang youth have learned a variety of vocational skills. Many have gone on to become skilled, loyal workers at good wages. Some have entered junior college. Youth hired for part-time or summer positions have in some cases stayed on for a year or more (20% stayed on at one firm).

Some employers have come to depend on the pool of gang youth.

They call Ken Weldon and Clay Hollopeter when openings arise for unskilled workers. Most of the jobs are very repetitive and employers report a high turnover rate is common when not using gang members (Poirier 1979, p. 31). Open communication, respect, and understanding have developed between employers and gang youth--or former gang youth. In the process, the police have come to be accepted as job developers and counselors and have developed positive relations with gang youths, useful for a variety of law enforcement purposes including information about gang and other crime activities. Also according to Weldon, many employers who had previously experienced problems with graffiti and occasional fights between employees because they had unknowingly hired rival gang members, no longer have this problem.

A cautionary note or reservation, however, must be added. One of the key employers in the program could not distinguish between the gang youth and non-gang youth he hired in the summer programs. Some of the referring sources, schools and police, claimed that the youth they referred for jobs were not yet gang members or delinquents and that the purpose of the program was prevention of deviant behavior. Some of the youth referred by probation were not gang members or delinquents. It is not clear whether delinquent gang members, non-gang delinquents, and non-delinquent gang members were regarded as essentially the same kinds or equivalent youth. The extent to which non-gang youth are referred to the program is also not known.

It would seem important to determine what proportion of youth

in the program fit these various categories. Ken Weldon states the criteria for selecting persons who needed employment was "basically in the following order:

1) Active gang members with a crisis,

2) Other at risk youth or young adults with a crisis,

3) Family or friends of the above,

4) Other troubled or homeless persons in our community."

The effects of the graffiti removal program are less easy to document, although the police chief announced shortly after the initiation of the jobs and graffiti removal activities that arrests were down. The sense of aesthetic pleasure or relief was undoubtedly heightened for community residents at the sight of cleaner, relatively unmarked buildings and institutions. "It takes a little hard work, but costs only time. The program to cover or remove graffiti also did not cost the community any money because all paint was donated. Salaries of the Community Relations officers who coordinate these efforts were a part of the regular city budget" (J. D. Franz Research Report, 1975, p. 386).

Project Return is regarded as a successful program. It has received funding for 7 or 8 years under the Justice System Subvention Program for Los Angeles County. El Monte was selected by the Boys' Clubs of America to receive the "Honor Award for Excellence" in the area of Delinquency Prevention. Project Return achieved its goal of keeping two thirds of its clients arrest-free in the six-month period following release from camp between 1984 and 1987.

A newer Gang Alternatives Prevention Program, established by the Los Angeles Probation Department within the last year or so and based in the Community Relations Unit of the El Monte Program has not yet shown significantly positive results. Parents of gang youth in the middle grades referred by schools are not apparently responding to counseling and referral efforts. "Parents usually go into denial and the program has had few successes so far." According to the probation officer in charge, the program is expected to be more successful over time.

The State of California Commission on Crime Control and Violence Prevention has viewed the "El Monte Plan as being a noteworthy program because it is a unique and demonstrably effective approach to prevention of gang violence" (J. D. Franz Research, circa 1978, p. 386). The program has received high marks from community businesses and the police. The community, including gang youth, now look upon these institutions more positively and even as a source of help.

The El Monte Plan, or parts of it, have become a model for other cities or areas in California, including Stockton, Hayward, and East Los Angeles. A report, titled "The El Monte Plan - Hire a Gang Leader!" (Boys Club of San Gabriel Valley, 1983), summarizes many of the positive effects and possibly indicates the effectiveness of the program:

> "Another benefit resulting from the program ranges from the obvious, (i.e., with formerly unemployable juvenile off the streets and productively occupied for eight hours a day,

crimes committed by those juveniles had dropped). Often their relatives are taken off the welfare roles and less directly obvious, their incomes are generating taxes. Perhaps, the least expected spin-off benefit has been the almost complete elimination of graffiti in the community, partly because of the boys placed into jobs. A commitment has been made to stop writing graffiti. . . ."

Effectiveness. What is lacking in the above appraisal is statistical data or findings based on adequate research design. One evaluation of the jobs program published in 1982 based on 1975, 1976, and 1977 program data indicates that of "198 gang members placed: 104 were still working, 27 were unemployed, 18 were in jail, 2 were facing pending court action, 15 had gone back to school, 3 were in the service, 2 were in the job corps, and 27 had left the area or were otherwise uncounted for." This appears to be a positive outcome.

However, a group of program youths were matched with 100 companions or control subjects on age, sex, ethnicity, and gang membership. All subjects were gang members and each group contained 93 Hispanic Americans and 7 Anglo-Americans. The outcome variable was post-intervention period detentions on a quarterly basis for "All Crimes" and for "Crimes Against Persons." The pre-intervention rate of detention was similar and generally flat for the two youth groups in the seven quarterly periods before intervention.

But there was a "clear decline for both groups during the post-intervention period. Thus while the experimental subjects

seemed to be successfully diverted from illegal activities over successive months, the parallel effects for control subjects suggest the credit for this decline cannot be assigned to the employment program. The data for crimes against persons showed less decline over time than did 'all' crime." (Willman and Snortum 1982, pp. 211-212.) The authors attribute the positive change in both groups to the aging process itself--the tendency to "mature out" of delinquent activities.

An earlier report in 1977 of the Planning and Research Unit of the El Monte Police Department covering a similar period, 1976 and 1977, compares arrests for which the suspects are 16 to 22 years of age and victims 16 to 22 years of age. While this is a crude measure it is estimated to cover 90 percent of gang members in El Monte. The specific comparison is between a gang territory--Flores--served by the El Monte jobs project and a set of gangs not served by the project. The territory receiving the most concerted attention from the Boys' Club and the Police Community Relations office was the Flores territory. Another special program focussed to a limited extent on gangs in the other areas. "One set of findings indicates that violent crime increased by 16 percent in the gang area served by the project, and decreased 18 percent in the area <u>not</u> served by the project. In other words, the gang territory "receiving the most concerted focus . . . shows the least improvement, and in fact indicates an augmentation of the problem" (Willman circa 1978, p. 4).

There are methodological flaws in both studies, not the least

of which is the lack of clear specification of who is a gang member, level of gang member commitment to the gang, and explicit criteria for what constitutes a gang incident in contrast to a non-gang incident by a gang member. Yet the pattern of findings suggest little if any positive effect on gang or non-gang crime reduction by the Boys' Club and Community Relations El Monte Project in the study period 1976-1977.

Also revealing is a comparison of gang-related, non-gang-related, and total homicides in El Monte for an eighteen and one-half year period from 1971 through part of 1989. Figure 1 reveals a remarkable stability in the total amount of homicides in the community over the 18-1/2 year period. Given the fact that the population increase for the area over the period was approximately 43 percent, from approximately 70,000 to 100,000, and assuming that demographic and socioeconomic patterns were basically the same, its likely that the homicide rate in fact declined. It is possible to extrapolate to the general crime situation which may have also fallen in this period. We must recall that the perception of key informants is that gang crime and perhaps crime generally has fallen in the area.

The data reveal, however, that patterns for gang and non-gang homicides show striking variations over the years, particularly for the period between 1971 and 1980 and 1981 until the present. Gang homicides account for 35.1 percent of total homicides in the period (1971-1975) essentially prior to project effect in El Monte and for 36.1 percent of total homicides in the period (1976-1980)

a time of very heavy project emphasis. In other words, there seemed to be little change in the relative homicide rate for the two periods, although it is likely there was an absolute decline in homicide rate, given the likely population increase.

However, in the period 1981 and afterward, while total homicides remain constant, or in fact the rate is probably declining, there is sharp variation in patterns of gang and non-gang related homicide. The mean number of total homicides remains fairly constant over the 18-1/2 year period. The number of gang homicides does not decline during the first five years of program operation. However, a sharp decline sets in during the second 5 years of operation (see Figure 1). It is difficult to understand what accounts for this radical change. It is hard to believe that the effect of the El Monte Plan took at least 5 years to have a significant effect, and then a radical decline set in. We would have anticipated a decline not long after the program started. Furthermore, we cannot clearly account for the relatively sharp rise in non-gang homicides. Our key informants indicate that this was due to an increase in newcomer violent Hispanic population.

We cannot explain this pattern of change and cannot attribute it entirely to program affects. Ken Weldon indicates that their "definition of gang-related crimes has never changed." However, he also states that the police department "has never kept gang-related statistics, except for homicides." We may speculate, nevertheless, that one or more of the following may have also occurred: there may be recent difficulty in distinguishing gang-

related and law violating youth group activity; certain demographic or age effects may have occurred; or socioeconomic conditions improved. Gang deviancy patterns may also have been changing. Drive-by gang shootings have declined. There is indication that the number of gangs has contracted, although the number of gang members has not changed significantly. Smaller gangs may have been incorporated into fewer larger gangs. What is possible is that gang member interest in intergang violence now shifted to increased drug use and selling, although several of our informants suggest there was little change in the youth gang drug problem over the years. Emphasis has continued to be on recreational use of marijuana but very little PCP. Sales by gang members were quite limited and primarily within the gang; however, estimates by informants of the percent of youth involved in sales of drugs vary from 10 percent to 75 percent. Most recently, Ken Weldon estimates that the percentage is less than 10 percent.

The findings of drug trafficking in El Monte by the Los Angeles County Probation Department (Specialized Gang Supervision Program), in their 1987 Progress Report differ from several of the other key informants. A marked increase in sales of marijuana and large-scale heroin sales is reported:

> "The 'Street Boys'. . . are heavily involved in the sales of marijuana in a local park. The Bonward/Klingerman area of El Monte continues to be a boom area in drug sales. There were 43 arrests in February of 1987 compared to 0 in the same month of 1986 for drug sales. In March there were over 60

> arrests but large-scale heroin sales continued. It was rumored that the Mexican Mafia (EME) was using a local gang, El Monte Flores (EMF), to intimidate Mexican national drug dealers so EME could take over drug sales in the area. . . . Many speculate that a movement toward profitable drug dealing may be equally responsible for decreased warfare. Gang violence is there in the form of drug-related robberies" (Duran 1987, pp. 15-16).

The full accuracy of this report, however, has been challenged by several of the informants. Hollopeter states that "The 'Street Boys' was a transitional clique and no longer exists. There was no Mexican Mafia use of the gang to expand drug trafficking." Waldon adds that when the Street Boys were active, they were "responsible for a very small percentage of marijuana sales." Duran, the author of the report, has since stated that these data were not verified. However, most of the informants believe that drug use is present in the gang and that some increase in drug trafficking by gang and non-gang adults has occurred. Gang members, when they are also active gang members, are generally responsible for a small percentage of drug sales.

Conclusion

In many respects, the El Monte Program is a model of comprehensive, balanced approaches, highly effective and sustained leadership, a great deal of interagency collaboration, and broad community-based support, particularly by business and government

agencies. Exemplary employment, graffiti removal, detention/correction aftercare programs, and supportive services were developed. A large low income minority population migrated to the community, however, unskilled and semi-skilled jobs were apparently plentiful. Violent and criminal behavior by gangs was entrenched for a period of years.

The El Monte programs were innovative and apparently skillfully carried out. Many youth, gang and non-gang, were probably reached and served. Many jobs were obtained for these youth. The graffiti problem largely abated. The problem of gangs, according to reports, is largely resolved or stabilized. The data on gang violence is somewhat supportive, although the relatively sharp drop in gang-related violence and the escalation of non-gang related violence, particularly homicide, is not adequately explained. The Project's effect on this changing pattern is not clear.

Nevertheless, the likelihood remains that the large-scale efforts of community agencies to deal with the general gang and delinquency problem in El Monte have been effective to a substantial degree. The El Monte Program may have had a long-term positive preventive effect on crime and delinquency generally. This is not to deny that increased drug use and trafficking opportunities may also be a significant cause of changing gang deviancy patterns.

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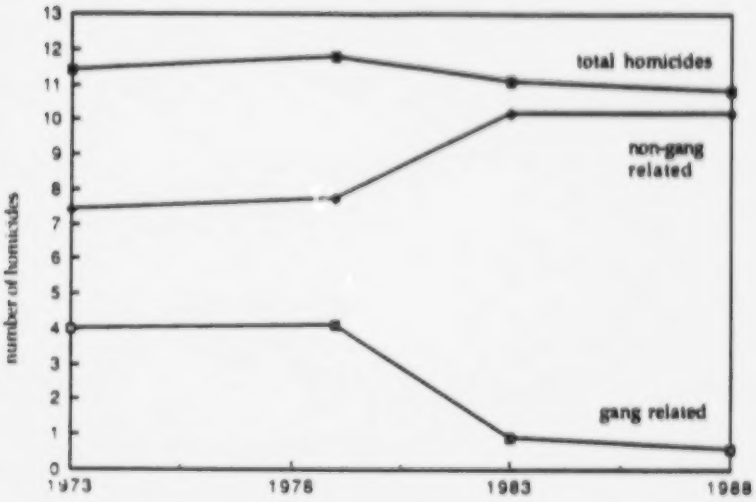
Mean Number of Homicides

El Monte, CA



The graph indicates the actual number of homicides, without reference to population increases between 1971 and 1988. Homicide rates are not considered.

Chairman MARTINEZ. Mr. Robinson.

Mr. ROBINSON. Thank you. Good morning, members of the panel.

I am a probation officer, and I work the streets, and I have a motto since I have been in the department: Service Above Self. And since I have this motto, many members that sit with me here, I think, basically believe that.

What we are seeing out on the streets are individuals who are involved in gangs. And what we are also seeing is individuals that are being brought into the gang by various circumstances.

But first of all I want to say, as I have always said when I speak, in order to deal with the problem, you have to understand the culture. The culture of the gang is a very strong element. There are various people right now who look at the gangs and who are afraid.

As a probation officer and honored to work in the gang unit, I have worked with many teachers. A lot of times teachers are pointed out, and the blame is put on the teachers. But in my experience of 12 years, it is the teachers who have aided me and assisted me. I feel it is very essential that schools should not be cut. I believe that very seriously.

I also believe, as a probation officer, with the budget cuts coming—and if we cut the specialized programs as Ms. Moss-Manson is involved in and the gang unit—we will not be able to target the gang members who refuse the supervision or who want to move ahead.

I have some things here, over the years, as working as a probation officer, that I feel will be essential. I have learned a lot of these things working in the schools and going to school.

A typical day for me is to get up in the morning, and my beeper just goes crazy. Another thing that I do is, I go to the schools and see the kids, and I go to my office, and I work on the street. It is the culture of the street that a lot of people are lacking, and they have no idea what is going on. What I want to do is get a few strategies of things that are needed in the communities. And they are aided by the school as well as probation.

Gang awareness, clear behavioral expectation. A model dress code. I am talking about this in regard to the school. Understanding graffiti, reading, recording and removing graffiti, a gang criminal hotline, support and protection for victims, inservice training, a visitor screening policy, especially coming into schools, adequate adult supervision, community networking, parent notification, parenting classes, cooperation with law enforcement and extracurricular activities, and community service programs.

My philosophy is, I feel if these things are cut, like the specialized program, if the school districts are cut, we cannot deal with the problem. We have endless people who sit in the audience who are working on the forefront. We have individuals who sit up here who understand the problem. We do not need to be cut. We need more individuals like this.

What I propose, and what I am trying, basically, to say, is that we just need the help. And there are a lot of good people out here who are doing the job.

Thank you.

[The prepared statement of Mr. Robinson follows:]

TYPICAL PRE-GANG BEHAVIOR

IDENTIFICATION OR AFFILIATION WITH GANGS USUALLY DOES NOT HAPPEN OVERNIGHT. PRE-GANG BEHAVIOR USUALLY BEGINS AT THE ELEMENTARY SCHOOL AGE.

CHILDREN JOIN GANGS FOR A VARIETY OF REASONS. ALTHOUGH THERE ARE NO POSITIVE WAYS TO PREDICT WHO WILL JOIN A GANG AND WHO WILL NOT, SOME INDICATIONS THAT A YOUTH IS HEADED TOWARDS GANG MEMBERSHIP ARE:

- DRAWS GANG PLACAS OR INSIGNIAS
- POOR PROGRESS OR ACHIEVEMENT IN SCHOOL
- TRUANCY FROM SCHOOL
- LACK OF HOBBIES OR SOMETHING TO DO WITH LEISURE TIME
- FREQUENT NEGATIVE CONTACT WITH POLICE
- PROBLEMS AT HOME
- PUTS TATTOOS ON HIMSELF
- RESIDENCE IN A NEIGHBORHOOD WHERE GANGS EXIST
- FRIENDS ARE GANG MEMBERS OR "DRESSING DOWN" IN GANG ATTIRE
- WANTS TO DRESS IN TRADITIONAL GANG CLOTHES (I.E. BAGGY PANTS "KHAKIS," OVERSIZED T-SHIRTS, BANDANAS, DARK SUNGLASSES)

WHILE THE ABOVE ITEMS ARE CHARACTERISTIC OF GANG INVOLVEMENT, SOME YOUTH WHO JOIN OR ASSOCIATE WITH GANGS DO NOT DRESS IN THE TRADITIONAL GANG CLOTHES AND DO NOT EXHIBIT CONSPICUOUS BEHAVIOR THAT INDICATES GANG INVOLVEMENT. PARENTS MUST BE AWARE OF THE BEHAVIOR AND ACTIVITIES OF THEIR CHILDREN. CONTINUAL BEHAVIOR AND COMMUNICATION INTERACTION BETWEEN PARENTS AND YOUTH IS IMPERATIVE AS A MEANS TO PREVENT GANG MEMBERSHIP.

YOUTH GANG SERVICES
Project.
144 S. Fetterly Ave.
Los Angeles, CA 90022
(213) 265-GANG
STEVE D. VALDIVIA
Executive Director

A. What are the signs of gang involvement?

1. DRESS - a predominence of one colored outfits such as all dark clothes, a scarf or one color worn with every outfit. An excessive amount of dark pants and shoes, a dark jacket or sweater worn with every outfit, a white tee shirt, oversized pants worn regularly. White tennis shoes, colored shoe strings are also a gang dress indication. Baseball caps, levis with turned up cuffs.

2. TATOOS - a rose, tear drops, markings similar to those seen on walls, a marking in or around the hand area, neck, forearm, shoulder or leg.

3. MAKE-UP - heavy eye make up, heavy white shadows or highlighter, heavy rouge, dark lipstick.

4. HAIR - cut in what is called the "feathered look" at the top and left loose in the back or pulled to the back with a pencil or afro comb. Hair nets, and often two tone hair coloring is also used. Rollers and braids in both male and female hair is used as a common identification.

5. LANGUAGE - excessive swearing, code names or unusual descriptions or ordinary objects, places or people.

6. FRIENDS - girls or guys you would ordinarily indentify as belonging to gangs or being involved in some form of negative behavior.

7. ATTITUDE - rebellious, lack of enthusiasm, negative, flippant, scarcastic, unresponsive, unconcerned, etc.

8. SCHOOL ATTENDANCE - cutting classes, getting into fights with teachers or other students, grouping becoming encourage, difficult in class, no homework, no books ever being mentioned or taken home, no interest in subject or any kind of school activities, becoming a truancy problem, seen in areas outside of campus on a regular school day.

9. NO PARTICIPATION IN FAMILY ACTIVITIES - unwilling to attend family gatherings, sharing regular meals with the family, attending services with the family, etc.

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HOW TO RAISE A GANGBANGER

1. IGNORE YOUR CHILD -- HE WILL SEEK ATTENTION ELSEWHERE.

2. DO NOT PARTICIPATE IN HIS SCHOOL ACTIVITIES -- HE WILL SEEK THE EDUCATION OF THE STREETS.

3. DON'T GET TO KNOW HIS FRIENDS -- HE WILL HANG AROUND THOSE WHO IMPRESS HIM THE MOST (USUALLY THOSE WITH NEGATIVE LIFESTYLES).

4. LET HIM/HER WATCH ALL THE TELEVISION HE/SHE WANTS TO -- THERE'S PLENTY OF SEX AND VIOLENCE ON TV.

5. SET A BAD EXAMPLE -- IF YOU DRINK, USE DRUGS, CHEAT AND DISRESPECT THE LAW, SO WILL YOUR CHILD.

6. DON'T TAKE HIM TO CHURCH -- THE GANG MEMBERS WILL TAKE HIM--- FOR THE FUNERAL !!!

Levels of Individual Gang Involvement

LEVEL I FANTASY, 10% OF GANG MEMBERSHIP

1. Knows about gangs primarily from newspapers, newscasts and the movies.
2. Knows gang members but does not associate.
3. May like, respect or admire a gang, a gang member or the gang.
4. Sees gang members as "living out a fantasy"

LEVEL OF GANG CONTROL
No Known Gang Activity

1. Schools have some gang/drug prevention & education programs in place.
2. Parks/community groups have recreation & youth programs in place.
3. Strong and active volunteer base. Community/civic organizations very active.
4. Solid business and employment base, youth job prep and placement available.
5. Minimum crime/delinquency. Now known gang presence or activity.

RECOVERY PROCESS METHODOLOGY

1. Establish a Target Area Coordinating Committee.
2. Recruit and train "sparkplugs". (Local Leaders & organizations)
3. Maintain youth oriented programs and anti-gang/drug campaign(s).
4. Maintain strong business/civic involvement.
5. Develop resource/directory.

LEVEL II AT RISK, 20% OF GANG MEMBERSHIP

1. Negative view of past, present and future - sees no viable alternatives.
2. Casually and occasionally associates with gang members.
3. Lives in or near gang areas (turfs), or has gang members in family.
4. High rate of absences, truancy, anti-social behavior in school.
5. May like and / or admire the gang lifestyle but not fully participate.
6. Low level of self-esteem. High level of self-contempt.

LEVEL OF GANG CONTROL
Peripheral or Sporadic Gang Activity

1. Limited gang intrusion into area. Gangs visible in schools, parks, mall, etc.
2. Some youth wearing gang clothing/colors. Sporadic gang vandalism.
3. Small groups (less than 10 members) begin to act out.
4. Indifference, denial and fear of the "gang problem" by residents/officials.
5. Community passive; content to let law enforcement respond to the gang problem.

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LEVEL II. AT RISK, 20% OF GANG MEMBERSHIP

RECOVERY PROCESS METHODOLOGY

1. Focus on gang/prevention/education and limited mobilization.
2. Educate parents, residents, youth oriented professionals on gangs.
3. Increase youth oriented and community improvement activities.
4. Introduce cultural and cross cultural programs.
5. Establish graffiti removal programs.
6. Develop a public anti-gang information campaign.

LEVEL III. WANNA-BE, ASSOCIATE, 40% OF GANG MEMBERSHIP

1. Personally knows and admires gang members.
2. Regularly associates with gang members.
3. Considers gangs and related activity as normal, acceptable or admirable.
4. Finds many things in common with gang members.
5. Is mentally prepared to join a gang.
6. Sees gangs as source of power, money, prestige.

LEVEL OF GANG CONTROL
Emerging Gang Community

1. Small groups evolving into fully formed gangs. Migrant gangs begin to appear.
2. Schools and parks becoming hangouts/recruitment centers for gangs.
3. Deteriorating community identity/pride.
4. Counter measures are limited and short term.
5. Gang crimes against citizens begin to occur. Increased gang on gang violence.
6. Businesses and families move out of the area.

RECOVERY PROCESS METHODOLOGY

1. Expand focus to gang crisis intervention. Receives training, gang awareness, observation and reporting, gang movement and development, crime prevention and suppression, and civil abatement.
2. Utilize specialized gang crisis intervention teams. Community Youth Gang Services, New Directions for Youth and Jeopardy.
3. Volunteer community mobilization: Reclaim Community - Reclaim Youth.
4. Professionally assisted and implemented graffiti removal.
5. Specialized parent education, mental health counseling and victim assistance.
6. Job training and placement for high risk youths.

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LEVEL IV. GANG MEMBER (IN TRAINING), 20% GANG MEMBERSHIP

1. Is officially a gang member.
2. Associates almost exclusively with gang members to the exclusion of family or former friends.
3. Participates in gang crimes and other related activities.
4. Has substantially rejected the authority or value system of family and society.
5. Is not yet considered hard core by fellow gang members or others.
6. Sees intimidation as source of pride and power.

LEVEL OF GANG CONTROL
Community in Crisis

1. Gang crimes escalate (homicides and drive by's)
2. Major pockets of gang activity.
3. Community responses are limited.
4. Parks and schools often dominated by gangs.
5. Increase in truancy, dropouts, gang graffiti, etc.
6. Neighborhood subject to gang domination.
7. Residents live in fear.

RECOVERY PROCESS METHODOLOGY

1. Activate safety patrols, partners with law enforcement for civil abatement and concentrated anti-gang actions.
2. Recovery of physical locations, e.g. schools, parks, street corners, walls, etc.
3. In partnership with law enforcement deploys community foot, bicycle, and vehicle patrols into selected crisis target areas and implements other long term community based policing activities.
4. Establish multi-community network, activate a communication hot line.

LEVEL V. HARD CORE GANG MEMBER, 10% OF GANG MEMBERSHIP

1. Totally committed to the gang and gang lifestyle.
2. Totally rejects anyone or any value system, other than the gang.
3. Is considered hard core by self, other gang members and authorities.
4. Will commit any act with the approval or a demand from the gangs.
5. Does not accept any authority other than the gang.
6. Has fully submerged personal goals for the collective goals of the gang.

LEVEL V. HARD CORE GANG MEMBER, 10% OF GANG MEMBERSHIP

LEVEL OF GANG CONTROL
Gang Controlled Areas Within The Community

1. Gang recruitment ongoing. Gang activity out of control.
2. Parks, schools and resident housing are regular sites of gang clashes and violence.
3. Gang membership includes prison hardened leadership.
4. Gang crimes are connected with organized prison gangs.
5. Tax base erodes as businesses abandon locations.
6. An "Illegal Economy" thrives (drugs, prostitution, burglary, etc.)
7. General break down of community family. Institutional responses overwhelmed.

RECOVERY PROCESS METHODOLOGY

1. Declare gang state of emergency.
2. Mount a long term block by block, school, park and street campaign utilizing all available resources.
3. Primary responses limited to agencies specializing in gang intervention and enforcement.

Information provided by: Community Youth Gang Services

GENERAL PROFILE OF LATIN GANG MEMBERS

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Gang members are basically underachievers, both socially and scholastically.

The leader is an informal or opinion --- he emerges because of natural leadership, not because he is formally chosen or elected. He is not necessarily the strongest physically, but he is usually the smartest.

Gang membership fulfills the need young boys have to BELONG to something. They may need to identify with and have the approval of other men/boys because there is usually no father figure in the home. These boys are looking for a male model to emulate.

Hardcore gang members need and thrive on the totality of the gang activity, and these few determine the gang's level of violence. The hardcore are the wisest in terms of what they can legally get away with, and are streetwise. They may participate in the violence or just encourage the "followers" to commit the violent acts.

"Associates" may just claim the gang and identify with the gang by wearing the same dress. Khaki pants, pendleton shirts and jackets buttoned to the neck or with suspenders over the t-shirt, trench coats, highly polished shoes and watch cap hats and possibly the gang related tattoo. This meets their emotional need to belong, and they are not usually involved in the violence.

Although the gang member could excel athletically, he usually does not because that is "established" and a "sissy" way to vent his energies and/or anger.

...bers confronted on another's turf must claim their own ... questioned by another gang member. To deny membership ...s own gang is "to rank" and the member is then in as ... if not more trouble, with his own gang as with the rival ... whom he denied his membership.

FORMULA FOR SUCCESS

1. YOU MUST KNOW EXACTLY WHAT YOU WANT.
2. YOU MUST WANT IT SINCERELY.
3. YOU MUST FIRMLY BELIEVE THAT YOU WILL GET IT.
4. YOU MUST EXERT EVERY POSSIBLE EFFORT TO OBTAIN IT.

PURPOSE + DESIRE + FAITH + PERSERVANCE = SUCCESS

GENERAL PROFILE OF LATIN GANG MEMBERS

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WARNING SIGNS FOR PARENTS

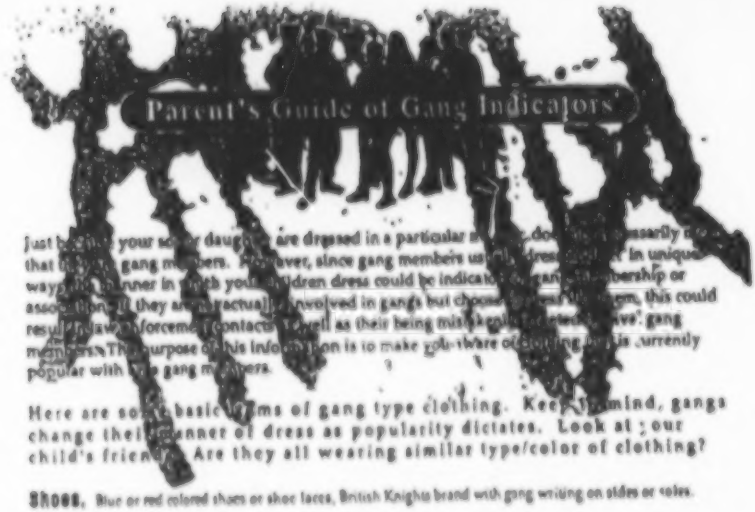
BEWARE IF YOUR CHILD IS:

(1) Buying/or brings home an excessive amount of black, blue, red or gray for their wardrobe.
(2) Wearing sagging pants on hips or waist
(3) Wearing an excessive amount of gold jewelry
(4) Using excessive amounts of gang verbiage
(5) Withdrawing from family members
(6) Associating with undesirebles
(7) Staying out later than usual
(8) Desiring to much privacy
(9) Developing major attitude problems with parents, teachers, or those in authority
(10) Starting to drink alcohol or use drugs
(11) Using hand signs
(12) Receiving money or articles without your permission or awareness
(13) Acting unusual
(14) Getting tattoos

LIFE SAVING ADVISE

DO NOT:

(1) Associate with gang members
(2) Associate with "Wannabe" gang members
(3) Identify with community gang
(4) Hang out or gather on street corners in groups where gangs are active
(5) Approach individuals in cars who seemly want information (this could be a drive by set-up)
(6) Wear any color or clothing gang related (keep neutral in dress)
(7) Wear designer clothing that exposes initials, such as: B.K. = Blood Killer, K.C. = Crip Killer, C.M. = Crip Murderer
(8) Use or say the word "crab" or "slob" in public. Both of words are insults to either the Crips or Pirus.
(9) Attend parties or social events of known or "Wannabe" gang members
(10) Take part in graffiti writing or strike outs
(11) Hang around graffiti marked walls



Parent's Guide of Gang Indicators

Just because your son or daughter are dressed in a particular manner does not necessarily mean that they are gang members. However, since gang members use clothing to express their unique ways, the manner in which your children dress could be indicative of gang membership or association. If they are not actually involved in gangs but choose to wear "gang" attire, this could result in law enforcement contacts as well as their being mistaken for "active" gang members. The purpose of this information is to make you aware of clothing that is currently popular with local gang members.

Here are some basic items of gang type clothing. Keep in mind, gangs change their manner of dress as popularity dictates. Look at your child's friends. Are they all wearing similar type/color of clothing?

Shoes. Blue or red colored shoes or shoe laces, British Knights brand with gang writing on sides or soles.

Pants. Khaki-type, over sized waistline, pants cut off between the knee and ankle. Blue or red colored items of any type including handkerchiefs and belts. Belts also can be the military-style with an initial cut out of the buckle that represents the gang's name.

Shirts. Pendelton-type shirts buttoned at the collar and open at the waist to conceal weapons. White "T" shirts with baggy pants.

Headgear. Baseball hats of any type. If your child has to have a certain team's hat, find out why. If he or she is not a fan of that team, be suspicious. Raider and Kings hats are popular with gangs now. Attention should also be paid to any modifications done to the hat such as embroidering initials, names, etc. on it. Be aware that many types of hats are popular with gangs out of your area that could conflict with local gangs. Black plastic sun glasses especially worn at night and excessive gold jewelry are indicative of gang association.

Be suspicious if your child is . . . Buying or wanting to buy an excessive amount of blue or red clothing for their wardrobe. Wearing sagging pants, excessive gold jewelry, using gang slogans, withdrawing from family members and old friends, staying out later than usual, desiring too much privacy, developing an attitude problem or failing in school, starting to drink or using drugs, using hand signs, possession of money or articles that cannot be explained.

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Chairman MARTINEZ. Thank you.

Mr. Robinson, my staff director said that you brought your own cheering section. I don't think so. I think it is a reaction to what you said.

Let me start with you. Some of what you said raises questions in my mind. You talk about the culture of the street and not understanding it. Even though there were some of us that grew up in gang areas and gang neighborhoods—and I will tell you there is quite a difference from then—the gangs then were loosely knit; they were part of a neighborhood; and they established them themselves as part of the neighborhood as people that ran together.

And those gangs, out of a definition of where you are from, you would tag yourselves White Fins or Grand La Vista or Flats or Clintons or wherever. And there was not really a structure and organization. One of the reasons was—and I think the culture was easier to understand then, and I understood it completely because I grew up in it. But it was less complicated then because there weren't the drugs and weapons and everything else, and there wasn't the organization that seems to exist in gangs today. And those gang leaders are really sometimes very hard-core criminals who control the agenda of the neighborhood and the other young people in that neighborhood.

What is your idea—you say we have to know and understand the culture before we can deal with it. And there are a lot of people that come out of that culture that have realized what a dead-end road that was and realized there was a better way of doing things and a better way of having a secure life. But they understand it because they came out of it.

How can we harness those people to give us the tools we need to disrupt the hard-core individuals that are controlling the agenda and get them out of the neighborhoods if we need to?

And even after we get them out of the neighborhoods, in whatever way we have to, for whatever reason we have to, that they too—it is like Father Flanagan in Boy's Town: there is no real bad boy; if you open your heart and give them love, they will open their heart to you. There is no such thing as a wasted human being, except in rare cases, where we have a system that can deal with them adequately.

How do we harness the people that come out of the gangs to get back to disrupting the control that they have now?

Mr. ROBINSON. As a probation officer, what I do on a regular basis is to walk the streets with the police and I see what is going on; I see how the ridicule is being given to teachers, probation, and other agencies who are trying to work.

But in regards to your question, what I do, I can tell by the walk, the language, by the way individuals interact. When you go to a gang funeral, you can tell the structure of the gang. And I think it is probation's role—we have a dual purpose—to work with the kids or the individual who wants help. It is like anything else, if you are an alcoholic, you have to hit rock bottom. Some of the gang kids have to hit rock bottom before they understand that their lives have just gone haywire.

But if you are on the school campus as a teacher, you should be able to tell the leaders. The music tells a lot about the culture on

the street. The attire. A lot of people question me about the attire. But when you wear certain garb, Raiders coats, Georgetown, the way you wear it, and the individuals who you hang around when you wear this kind of clothing, you become a target.

A lot of people question me when I say wearing this type of clothes you are a gang member. But it is not me. It is the rival gang members that see you on the street when you have your pants at a lower place or wear a certain jacket. It is teaching the community. You have to have individuals, teachers, probation officers, community workers who understand that. You can look around and also see that maybe what I am saying right now may be different over in El Monte, but I can look at a gang member from El Monte, I can look at a gang member from anywhere, and I can tell that he is a gang member.

We need individuals that can target that. If they are able to work with the police and work with the community to let them know what is going on, I feel this would be a viable source.

Mr. FALEOMAVAEGA. Mr. Chairman, I appreciate the gentleman's comments about the dress and attire. I think we are familiar with the codes and the language that is portrayed by the various gangs depending on the stripes and all of this. And I think we have come to an understanding that one reason why some schools establish school uniforms—and I think mainly through the Catholic school system—so that a child who comes from a poor family or a rich family, is not classified by the kind of clothes that they wear. So you end up with everybody wearing the same clothes. And of course this is America and people say you can't do that, that will deprive me of the freedom of expression.

And I am wondering, do you suggest that schools ought to have uniforms to lessen this kind of communication? Or will this make things worse? I am searching for a solution to the problem. We know what the problem is.

What do you suggest that we ought to do with this communication system now that gangs have established?

The problem is that when we try to resolve this one, there is going to be another problem that comes out of this. They might send smoke signals or some other way of finding a way to communicate with their own system, and unfortunately not to the betterment of the community, certainly, but not only as competition but violence as a result of that.

But what I wanted to ask the gentleman is: what would your suggestion be in addressing this issue of just the language of clothing, if that could be a better way to describe it?

Mr. ROBINSON. Not all of the kids that wear what we consider now the traditional sports clothing are gang members. It is the individuals who they hang with. I must say that my whole purpose—and I believe that everybody in this room believes that our purpose—is to save lives. That is our whole purpose here today. "Service Above Self."

I mean, whatever it takes positively to mold a child or to get a child or an adult in the right direction, we are willing to do. I mean, personally, I would rather not see that because, as I said earlier, individuals who are brazen and have no regard for life see this and they take it upon themselves to fire weapons.

But I think that a dress code in certain schools, if it is worked in—and this is where you need probation and you need teachers; because, again, the teachers know; they are in the classroom; they see what goes on. The police officers see what goes on. And also when we leave here and walk at night and when I walk with the police at night and when I am out there, there is a—it is a Doctor Jekyll, Mr. Hyde syndrome: Today I am in class and I am acting all right, but tonight I am out there and dressing down and doing what I have to do to be a part of the gang.

And you need people with the police to target these individuals. And not all kids who wear this clothing are bad. But it is just our knowledge by being out there, we are able to tell who is who and what is what.

Chairman MARTINEZ. Thank you.

Let me continue with the thought I had previously. And now you have interjected something else: The music reflects the culture. A lot of the music coming out of that culture actually expresses rage, anger, bitterness. And, you know, what we are all about here is changing the conditions that breed that, and gain control over, as the hard core gang leaders have, over the agenda of the young lives in those neighborhoods and influence them away from that.

What I am looking for—and maybe because you are in the street, you are with the people, you see and talk to them, bad and good—is whether you might give us some clue as to how we influence young people away from the gang agenda, influence them away from the drug agenda, influence them away from the agenda of drive-by shootings, et cetera, that are creating problems for other citizens of the community that really don't want any part of that.

Mr. ROBINSON. What I do—and a lot of times I really don't have to be out—but the more that I am present in the community with the police, the more that I am seen, the more that the kids who are divided begin to look over their shoulder.

I am not saying that I have all the answers, but I feel that there should be a probation officer, at least two, in a police station who work the streets. I think in our department there are various individuals who are, like myself, working the streets on a regular basis; and there are other organizations out here that need to be housed with the police to work on that.

The music is a lot of times talking about the street. It tells you what goes on on the street. But I think, as a teacher, if teachers are aware of the music, they can sit down and talk to the kids, and tell them what it means.

What I do sometimes when I worked in juvenile camp is have the kids write out the words of the music. And sometimes I would talk to them about what it really means. A lot of kids have no identity, and they are searching for an identity. But God is our resource, and God has been my resource; and whatever it takes to be a positive role model, I will do that. And I think the people on the panel have done that. And I think the people in the audience have done that also. But the music, again, talks about the street.

Now, there are some rap that talk about killing and violence. And then there is the other rapper that talk about the love of being black, the love of being Hispanic, the love of being Samoan,

who you are. And as a teacher and a probation officer, I feel that it is our role to give the kids: This is what he is really saying.

I am not just writing in my book. I am talking to the kids and listening to what they have to say in order to deal with their problems. I have to hear what they are saying.

Chairman MARTINEZ. But what you are saying is you need more experience and interaction to influence them away from the destructive ways of life?

Mr. ROBINSON. Yes.

Chairman MARTINEZ. Thank you.

That kind of goes along hand in hand with what Ms. Moss-Manson has said, the appointing or assigning of probation officers to schools.

Is this just in high schools that they do that?

Ms. MOSS-MANSON. No. We also are in the middle schools.

Chairman MARTINEZ. But you don't go down to the elementary schools.

Ms. MOSS-MANSON. The GAPP officers spend a lot of time on elementary school campuses. Not only are they working to suppress the criminal and violent aspects, but they are providing services and bringing services for kids who are at risk to prevent them from getting involved in any kind of criminal activity.

One of the things you need to look at, we all do, are the causes. And you have mentioned that earlier about the needs that are met by the gang. One of the most important objectives of the program is to build healthier families so that parents are there to be able to connect with their kids, to build relationships with their kids, to provide the nurturing that families are supposed to do.

And then we look to bond that family with the community, because the community and the resources in the community are going to be there long after probation's intervention. We don't want to create a dependency on us but we should serve as a facilitator in the process. That is the answer, it is all of us working together in partnership offering what we have to offer, which really maximizes our effectiveness to be able to reach every single aspect.

Positive alternatives and exposure to positive experiences is one way not only to divert those that are already involved but to reach others before they are involved. Get them hooked into something that is exciting to them or maybe they never had an opportunity to experience before. And that is happening all over. It is happening with people in community-based agencies taking an interest in kids and taking them out and probation officers. I mean, it is happening all the time.

Chairman MARTINEZ. You mentioned in your testimony that there were, in a lot of cases, people who need services or need help and aren't aware of the programs and the agencies that can help.

The probation officer in the school, do they have full knowledge of everything that exists? And are they able to direct the young people with problems to these agencies?

Ms. MOSS-MANSON. That is a real important component of the programs, getting to know the community well. We operate in a small geographic area. Each probation officer has a certain community. They get to know all the resources so that when they identify what is needed, they are able to refer the kids to the resources or

bring the resources on campus so that they are right there, bring the families to get involved.

We had one day at one of our schools where the probation officer organized a panel of judges. That came on the noon hour. And they had parents and kids asking questions so that both would understand each other better. These are small self-esteem support groups going on that we facilitate.

We try to meet that need and become real familiar with what is available.

Chairman MARTINEZ. That is a great program. It is kind of like a real extension of a program that years ago, when I was on the Community Relations Committee in Monterey Park, we established the Cop on the Campus Program.

We found that it needed to be a particular kind of individual that does that job. I was witness to one of your probation officers assigned to a school in action last night at Steve Valdivia's tribute. And he had these young Latin singers from the school. And some of these young ladies had really serious problems. And a couple of the ladies talked about the problems and the gratitude for being saved. It was inspiring.

You have your hand up?

Mr. ROBINSON. Just to go along with Ms. Moss-Manson, I had some things here that, when I go and speak, I wanted to say two small things. This is something that I found and I put together. And it was how to raise a gang banger. And from these six things, it gives you the answer.

If you ignore your child, he will seek attention elsewhere.

Do not participate in his school activities, and he will seek the education of the streets.

Do not get to know his friends, he will hang around those who impress him the most.

Let him or her watch all the television he or she wants to, there is plenty of sex and violence on TV.

I am even against that 90210, whatever that thing is, with all of the women showing themselves. I am against that on television. A lot of time it is not the kids who are doing this. It is the young kids who are doing this; set a bad example.

If you drink, use drugs, cheat or disrespect the law, so will your child. And especially if you cheat.

I believe if a man and a woman are together they should be at least a positive role model for the kids; the father being able to talk with his wife and vice versa and not seeing violence in the home.

And the last one: Do not take him to church, the gang members will take him for the funeral.

Chairman MARTINEZ. Thank you. That is very good. Nobody ever teaches a parent how to be a parent. Most of us accidentally become parents, and we start raising our kids and we start making mistakes. Too bad there isn't a school for that.

I need to get to Mr. Faleomavaega. I have been taking a lot of time. But there are a couple of questions that I really need to ask both of the people who are representing law enforcement officers here.

You talk about—who was it that talked about community-based policing?

Was it you, chief?

Would you explain that to me a little more.

Mr. HOLMES. This is a program where the police agency moved their people into areas to get their officers out of the cars and into the community and spend more time in targeted areas.

The problem with this is, we are all faced with funding problems. When you do community-based policing, you are taking more time. And at times that means you need more people. If you don't have the people to actually get into the community, your program is going to fail.

As I say, funding is the key. We are all concerned about that. We know right now in California, and particularly in LA County our sheriff is talking about closing jails, laying off officers; our various departments locally are going through the same thing with reduction in services. And yet we are saying, hey, we need to do more services like community-based policing. But we are not getting the backing and the funding to do that. And it is vital.

Chairman MARTINEZ. I think you are right. And there needs to be the kind of activity especially in small departments around here.

Did you know Chief Ray Warner? He was the former chief of police in Monterey Park.

Mr. HOLMES. I know of him. I didn't know him.

Chairman MARTINEZ. He had a notion that his police officers, especially those that were in the administration of the police department, should get involved in community-based organizations.

And the reason he said—and it sounds much like what you are saying—that too often when police officers have their own social structure, sometimes they dehumanize themselves because they get so bitter about the kind of work that they are in and the things that they see everyday, that they kind of isolate themselves from the communities that they work in and really don't develop a sensitivity. And it sounds like what you are trying to do is create sensitivity by actually being really involved in the community.

Mr. HOLMES. That is correct. Getting them out with the people in the neighborhoods.

Chairman MARTINEZ. Does your department have a job service activity?

Mr. HOLMES. In what regard, sir?

Chairman MARTINEZ. Well, Mr. Weldon, in his department, has an activity where they try to find young people jobs.

Mr. HOLMES. No, we are not currently doing that.

Chairman MARTINEZ. Let me ask you, aside from funding, has your city applied for any funds through the new JJDP?

Mr. HOLMES. We are looking at that. We haven't applied, but that is one area that we are pursuing right now. Yes.

Chairman MARTINEZ. Let me take the opportunity to offer any technical assistance that our subcommittee might be able to provide for you.

Lester Sweeting is a financial expert and wizard, and he is probably one of the best grant writers. I have been loading him down with work like that, but he seems to enjoy it.

Sitting to my right is the staff director of the subcommittee, Lester Sweeting. I would like to see as many places in the valley get as much of that money that they are entitled to. We are a paying State, and we ought to be a receiver State, too.

Mr. Weldon, you talked about the study in Chicago that was done. Let me first commend you for a real outstanding program. And as we talked about it last night a little bit, I was very impressed. And I can certainly see that your efforts over the past 18 years have borne fruit. And it is a pleasure to hear about programs like that.

What we want to try to do is, where there are successful programs like that, create some national network of communications where they can be replicated elsewhere and other people can find out about it.

You did say that there was no more cost than the regular policing. If you have two police officers to do enforcement of arrests and incarceration, it doesn't take any more activity or effort or cost to do this other work.

What would you say is necessary to replicate your program somewhere else?

Mr. WELDON. We are going to call the wizard Monday morning and see if he can come down and give us a hand on grant writing because we haven't been too successful in that area. And that is one area that we would like to explore. We can use the help.

We have been fortunate in El Monte because of the schools, the Boy's Club, the parks and recreation, and the private sector that helps us.

One area that we are lacking in is the grant writing.

Chairman MARTINEZ. What factors led to your success? And how long did it take you to establish the plan?

Mr. WELDON. Everything came together. We have one high school that was overrun with gangs. At the same time we started the program, there was a new principal. He is the superintendent of our high school district.

At that time we pulled the most active gang members in the community, most of whom were going to that school, and started doing something positive with them, they were plugged into sports, baseball, band, art. And in the process, you get to know their mothers and girlfriends and you came in contact with probation and schools and parks recreation and everybody in town that is dealing with people.

And we found that we all knew these individuals. And once you remove gang leadership, you remove a cancer, because they are infecting their neighborhoods, their younger brothers, and everybody they associate with. And once you remove that, you have to deal with their friends who are associated and also participating.

And without the help of probation and everyone I mentioned, we couldn't do our job. We have been fortunate that we have a chief, a city council, and people in town that have been stable and have been performing their same job for several years. And even those that have been promoted are still doing what needs to be done to assist youth.

Chairman MARTINEZ. Do have you any figures on what the new neighborhood police services center will cost?

Mr. WELDON. Ours is being funded through asset forfeiture funds and not the county.

Counting our salaries, it is going to run $340,000 for 3 years.

Chairman MARTINEZ. That isn't a great cost for the kind of return that you get.

Mr. WELDON. I don't think so. Because of the amount of crime that we are going to prevent and the kids that we are going to touch and their parents, it is going to multiply 10 times over.

Chairman MARTINEZ. Thank you.

Mr. Faleomavaega?

Mr. FALEOMAVAEGA. Thank you, Mr. Chairman.

I have made reference earlier about the Crips and the Bloods as probably the most noted gangs that we have in the Los Angeles area, because of the media and the extensive coverage on this issue.

I don't know if the audience and the panel have heard the code word, SOS. It is not the Son of Sam; it is not Save our Ship. This group is also know as the Sons of Samoa. And I was surprised to hear from Mr. Robinson that he hears of Samoans.

Every time I say I am from Samoa, people say, "Your people are starving to death." And they think I am from Somalia. But we are 2,500 miles south of Hawaii, not in continental Africa. I have to do a geography lesson.

I have gotten a common thread by the panelists here, the notion, the real crucial need for more funding for the resources that have got to be made available to meet the needs of this issue that has become a national problem.

Now we have a classic debate going on in the Congress right now. One of our famous presidents said, "Government is not the solution." It is the problem that we have had all these years. Have you heard of that one? The Cold War is over. We paid $5 trillion to win the Cold War. We have hired the most famous economists from the world from Harvard, Princeton, Stanford, all these big schools, the smartest and the geniuses, and we end up with a $5 trillion debt.

But the question is, where do you reallocate the issues? We have base closures which is a very serious issue affecting jobs. And the sentiment of the American people is that we don't want to pay more taxes.

So where do we go? How do we shift the resources? And I am sure that Chairman Martinez and I share the same view, there are those of us that want to provide the help to communities. We cannot even get the $60 billion job stimulus package in the Congress. The Japanese were able to pass a stimulus package. Why? Because they need this because of the situation that has developed in their own economy. But here in America—and I want to ask the members of the panel if you were sitting in Chairman Martinez' shoes, what would be your argument to those that say, no new taxes; let's not give any new taxes to the government; do it some other way?

So if you were the mayor of a city or the governor of a State which were supportive of the administration's efforts to bring the resources to the communities to provide jobs and get the resources out to meet the very serious issue that we are faced with—and we

have those that are absolutely totally against this kind of assistance.

And I want to ask the members of the panel, what would be your solution to the problem? It is easy to cite the problems. We know what they are. But when you talk about the input to finding the solutions, that is where the crunch comes in.

We have always heard the statement: An ounce of prevention is worth the pound of cure. Give us your ounce of prevention. We can cite the laws and write the laws, but the bottom line is where that money goes and how can we best allocate the resources.

How can we convince our colleagues in Washington that we need the programs? We can write the beautiful laws; but without substance, it is not worth a dime. I am very interested in the comments of the panel.

How can we get these resources?

Do you feel that we are unduly burdening the American taxpayer?

Should the money be gotten from Mars or some other place where we don't have to worry about taking in the responsibility?

If we really feel seriously that this is a national issue, is it really a war on gang violence? Is there really a war on drugs?

I would be interested to hear your comments on this.

Am I explaining myself, Chief of Police Holmes?

Mr. HOLMES. Yes, you are explaining yourself well. And I was smiling because, at a very low level in a city council meeting, we did a series of eight meetings with the public, and the question was similar: We have so much money and we have so many things to fund; it doesn't balance; public, what do you want?

They didn't necessarily have all the answers, but they said, don't hurt us in the areas of public safety, reevaluate your programs and make sure that we are safe.

They had no answers, but I think the answer is, look at everything that we are doing and what can we do with less to help us in the more important areas.

And your comment about the war, I think it is a war and it is a war that we need to take care of quickly. We had the war on drugs and now the war on gangs.

Mr. FALEOMAVAEGA. Some of our friends in Congress think the super collider is more important. SDI. Let's go to the moon.

Mr. HOLMES. Some of our councilmen have their pet projects, and we understand that. But what we have to show people is how important their safety is and the safety of their children and what must be given up to get that.

Ms. MOSS-MANSON. As far as the burden to taxpayers, incarceration is a terrible burden in terms of cost. You talk about sending one child to California Youth Authority, we are talking $38,000.

It seems to me a logical response to that would be, let's put what limited resources we do have into things that are effectively going to deal with that kind of escalating cost. And it makes good sense that if we are dealing with it on the front end and preventing kids from having to be arrested and incarcerated, then, obviously, it is a good use of resources.

And if you have the resources say, okay, but only in partnership because we find when they come together—and we have been suc-

cessful with that—police, school, probation, District Attorney, community-based organizations together—you are maximizing the effectiveness of those resources. And that would be a good argument.

Mr. FALEOMAVAEGA. Mr. Weldon?

Mr. WELDON. I don't think most Members of Congress have a true understanding of the problem that we are discussing like Mr. Martinez does.

And I think the best thing would be to show them and educate them and perhaps they could understand that.

Or turn Mr. Robinson loose on them for about 15 minutes.

Mr. FALEOMAVAEGA. Mr. Robinson?

Mr. ROBINSON. What can we do in space? I mean, who are we going to send up there to live? We have problems here, and the money—instead of going to space—needs to be given to the schools and given to law enforcement and given to the special interest groups who are working with the kids.

Every time there is a problem, they want to cut everything with the kids; they want to cut schools. But like my constituent said, let them walk the streets at night and see a murder and let them go over to the GAPP problem and see what is going on.

And when the gang problem was a minor problem, oh, it is not in my neighborhood. Now that it is of mammoth proportions, people are taking notice. These people do not live in these neighborhoods and work in these neighborhoods. Listen to the people. Let them spend a year here and understand what is really going on.

Mr. FALEOMAVAEGA. I think the classic example of the LA riots has proven that clearly. I think it sent a strong message that you are not safe anywhere. And my question to the public and even to my colleagues in the Congress is: How many more LA riots do we have to have to prove this very point that all of you members of the panel have indicated? It is sad. I don't know what it is going to take to trigger this.

But there was no question in my mind of the fear and suspicion and the kind of anarchy that could have been created and the atmosphere of the LA riots. I pray that this will never happen.

Mr. Robinson, I will be at your corner to support you in any way possible. This goes on every day in Washington in terms of where should these resources be brought out of.

And I would say that you have a champion here in the Chairman for all that he is trying to do to provide these much needed services to the community.

Chairman MARTINEZ. Thank you, Mr. Faleomavaega.

Let me try to respond to the question. I very seldom get partisan. I don't believe in partisan politics once you are elected. The partisan politics should remain in the campaign. But once you are elected, you should work for the best interest of the communities that we represent and the constituencies that we serve.

And this may sound partisan, but there are Democrats that feel the same way. We have a lot of them in Congress, and President Clinton found that out.

But Democrats and Republicans who run on the platform of no new taxes, cut taxes, are irresponsible; and I will tell you why.

If you want safe streets, you have to pay for them. Government has no way of making a profit. The only way to get the money to pay for the services that they provide and the people demand is through taxes. And now, I am as much as anyone against waste, abuse, and fraud in government. And I would be the first one to stand against those abuses. But when these people run on the platform of wasteful government and the opposition to tax and spend liberals, they are not providing solutions, and their priorities are not the priorities of the country.

Their priorities are the MX missile. It was supposed to be mobile, to be the adequate defense that we needed against that evil empire. And then they take the mobile missiles and put them in minuteman silos. They weren't designed to be there, and they are vulnerable, and it was a costly expense to do that.

I voted against that, and my Chairman, Les Aspin, got on the floor and called me communist lover. That is a Democrat. Their priorities are the MX missile, the Bradley machine that doesn't work. The stealth bomber that isn't stealth; the super collider conductor that nobody can tell us what it is going to do. But we need to examine that just in case it provides something that is beneficial to mankind. If it is beneficial to mankind, then the private industry ought to pay for it, not the taxpayers.

But in the last—I didn't do it to get the applause. There are a lot of people in Congress, in the halls in Washington, right now having meetings with congressmen trying to convince them that the super collider conducter is the greatest thing since sliced bread. I remain firmly convinced that if we are going to put money into it, there ought to be a hell of a match and more than a match from private industry because, eventually, they are going to be the ones that benefit from it.

But when we have the debate that Mr. Faleomavaega is talking about in Congress, that is what it centers around. I go back to the preamble to the Constitution that tells us the reason of the Constitution. It is like report language. In every bill that we pass, we put in language that tries to make the bureaucrat understand the intent of that legislation.

And so the founding fathers did that in the preamble. And they said to promote the general welfare, ensure the domestic tranquility. I don't know how we do it unless we provide law enforcement people with the capability of protecting our streets. And if we are going to do that, we have to pay for it.

We have an initiative in Monterey Park that said you have to have two thirds vote of the people to raise any revenues for any government expenditure. Right? You know what we fell short of in Monterey Park? Fire and police. In that election, that was an outstanding achievement to get that number of people to vote. Look at the election returns. You never get two thirds of the people out there to vote anyway.

We had Proposition 13. The law says you have to have two thirds of the electorate to vote. That law was safe in saying that because they knew that no way in hell we would get two thirds of the people out to vote.

More than that, there is an inequity. And one of them was when it said the only taxing authority would be the county. Drawn up by

two brilliant people, Gann and Jarvis. They gave the property owners the relief that they deserved. But they didn't have to do it with that crazy legislation. And they took away the right of local governments to tax enough, and of the $14 per assessed $100 that we pay, the cities got the least of that. And for that $2 per $100 assessed value, you had the finest police departments in our local communities; you had the finest fire service and the best street maintenance and the best sewer maintenance; and you had the best of everything. Communities had people who are close to the community who can be recalled if they didn't do anything. You don't recall State legislators or Federal officials. The process is too cumbersome. So we put the burden on the local council people to face the deficit budgets that would create the cuts in the very services that we need to protect the streets.

Mr. FALEOMAVAEGA. I want to commend the Chairman for the bipartisan statements.

Chairman MARTINEZ. I want to thank the members of the panel. The information that you have shared has been invaluable to us as we move to try to redesign the Juvenile Justice and Delinquency Prevention Act in order that it can provide you with better services. Thank you.

STATEMENTS OF NANCY J. LAVELLE, PhD, FOUNDER AND PRESIDENT, INSTITUTE FOR THE REDESIGN OF LEARNING, SOUTH PASADENA, CALIFORNIA; CLAY HOLLOPETER, EXECUTIVE DIRECTOR, BOYS AND GIRLS CLUB OF SAN GABRIEL VALLEY, EL MONTE, CALIFORNIA; AND MARIANNE DIAZ-PARTON, REGIONAL DIRECTOR, COMMUNITY YOUTH GANG SERVICES PROJECT, LOS ANGELES, CALIFORNIA

Chairman MARTINEZ. Our next panel, consists of Joseph Gonzales, Field Organizer and Consultant who has come a long way. I appreciate your coming, Joseph. You have taken the time—and joining Mr. Gonzales is Kathy Masera from Sacramento—I'm sorry. Excuse me. I have gotten out of order, and my able staff director has told me. I was so anxious to get to your testimony, Joseph, that I jumped out of order here.

Our second panel is Sally Compton, who is joined by Clay Hollopeter, Executive Director of the Boys and Girls Club of San Gabriel Valley; and Marianne Diaz, Director of the Community Youth Gang Services Project of Los Angeles, California.

We are also joined by Dr. Nancy Lavelle, who is from the Institute for Redesign of Learning from South Pasadena.

Chairman MARTINEZ. And we will start with you, Nancy.

Ms. LAVELLE. Thank you, Mr. Chairman. I am very pleased to be here.

I am founder of an organization called the Almansor Center, which many of you may be familiar with. We changed our name to the Institute for the Redesign of Learning because we have been successful in working with at-risk youth; and we are in the process of sharing what we do on a broader scale.

My background is as a teacher of junior high and senior high youth with learning, behavior and emotional problems. I have worked with—one of my major concerns has been—violent youth. I may not look like the kind of person who has expertise in dealing with violent youth, but I have actually taught crisis intervention and assaultive behavior courses to the Department of Probations in Los Angeles, San Diego, and Riverside Counties. And I think it gives me a unique perspective on really what is happening with the gang culture. I want to share with you some statistics.

We have heard a lot of statistics this morning. They were eye-opening to me. I know that they actually were published in a book called "Kids Who Kill," which in itself is a startling title, "Kids Who kill" by C. P. Ewing in 1990.

We know these figures are probably low. They have changed a lot in the last 3 years. But kids kill approximately 1,500 other children a year. Some of these statistics are familiar. We can expect 93 percent of these kids who kill are male, 57 percent are black, 25 percent Hispanic. But here is where it becomes very interesting. Of these kids who kill, over 79 percent have learning problems and 58 percent have serious reading problems; 21 percent are illiterate; only 21 percent read; 7 percent are mentally retarded. Only 14 percent of this group of kids who kill could actually be considered normal.

Now that says something to us. And other panelists have said this morning. It is a refrain. I sometimes feel like a real estate broker who says location, location, location; but my message is very simple: I want to say "education, education, education."

We are all overwhelmed by the gang problem. But if we think of the Cliffords and the Melodies and the Richards and start looking at who these kids are, these are the kids who are not making it in school.

I know that the purpose of this panel is not to talk about education. We have many fine minds across the country worrying about improving our schools. And I agree that our teachers, our school boards, our administrators, are much maligned about this. There are many dedicated people out there. But there is no doubt that we have a major problem in our gang situation that these kids are kids who can't read, who are failing in school, and who are dropping out.

Now, in our organization, we have a multiservice organization. We have a school program. We actually work with children, infants through adults.

Our infant work is working with the so-called crack babies because we know these are future at-risk schoolchildren who will turn into future gang members possibly. Certainly they come from low-income families, and they have all the characteristics that could lead to risk-taking behavior later on.

I am here, today, however, to speak mostly about our programs funded through the Juvenile Justice System; and they have been directed under the leadership of Dr. Nancy Cowardin who is with me today. And I would like her to stand because I am going to make remarks. But it is through her efforts that our program has developed.

Nancy?

Chairman MARTINEZ. Nancy, why don't you join us.

Ms. LAVELLE. She didn't want to do this, but thank you for asking her.

We have begun three initiatives at the Institute and the Almansor Center. The first has been public awareness and advocacy.

Earlier Congressman Martinez asked about the issue of public awareness. We feel this is critical. Last May, we sponsored a symposium on illiteracy, learning disabilities, and criminal behavior. We brought together judges, public defenders, prosecutors, paralegals, representatives of the probation department, educators, parents, and gang members. And it was really astonishing.

Unfortunately, I was not able to bring any of our students or clients with us. From that symposium, we sprung two of our gang members towards the Dorothy Kirby Center who we had been working with a curriculum there, Dr. Howard and I designed, called Taking Charge. I believe that it provides the sort of solution that Congressman Martinez was looking for.

Our two students from Dorothy Kirby Center both talked heartwarmingly about the success of taking charge. But when they were asked how they got into gangs, what caused them to really begin to have these problems, both pointed to experiences in elementary school when they were having problems in class that couldn't be resolved. And they would say things like, well, you know, I couldn't work it out with my teacher and so I started cutting classes. I couldn't work it out with my teacher, and I started cutting classes. And then I started hanging out with the wrong kids. And then I started cutting all of my classes. And pretty soon I wasn't going to school.

We talked a lot about problems that parents have in families that are not intact. And we know that strong families are critical. However, in our work, we have identified six factors relating to school that lead to furthering delinquency and gang problems. And I think if I have any message today, like I said before, it is "education, education, education." Because one of our referring to gang members—I guess might be a term to use—spoke eloquently about the fact that when he counsels other gang members, is that he tells them education; go to school.

Our initiative has been public awareness and advocacy. Dr. Howard has undertaken the task of providing expert witness testimony for many youth arrested who are suspected of having learning problems. And we have represented youth in the court system, not to get them off the hook for crimes they have committed, but to really have the courts understand the circumstances that have brought this young person to the place that they are at where they are committing crimes. And it does come back to unidentified learning problems that have not been addressed.

One of the things we, of course, attempt to do with public awareness—and this is something that I would like you to know about—we have designed 10 training films to be used for public defenders, judges, the probation department, and educators about the relationship between learning problems, illiteracy, and criminal behavior.

It is very difficult to get funding. We have done it on our own, but it is difficult to get funding to actually produce and dissemi-

nate this kind of material. And to me, in a time when funding is so limited, public awareness is so critical because we leverage our initial investment and reach a lot of people with the training material.

Another effort is through our diversion program which is Taking Charge. I mentioned that before. This is a mentoring program. We are all familiar with mentoring programs. It allows us to address the individual needs of youth. And they have been shown to be very successful.

However, ours is a unique take on this approach. We talked today about the alternatives and possibilities, taking them to see a play or see a ballet. All of those are important, but there are underlying skills that our youth lack. We call them self-determination or self-advocacy skills. Our Taking-Charge curriculum is designed to teach youth that they have choices. Most of our kids don't think there is any other possibilities than to do what their older brother has done or what the leader in the community has done and join a gang.

There are skills such as decisionmaking, choice-making, goal setting, building a network of support. Our kids are isolated and alienated. They don't see people in the community that are there to support them, especially if they are alienated from school. Who do they turn to? Of course their peers, the other gang members.

We work with them to build a network of support. It is amazing, girlfriends, boyfriends, aunts, uncles, probation officers, people in the community become the network of support, but from the kid's point of view, not from us, trying to provide a service to the kids.

We as parents and community leaders talk a lot about what we are doing for the kids. Our program is to have the kids take charge of their lives and be responsible and be held responsible. But we need to teach them the skills so that they can do that and have self-determination and self-advocacy skills.

We began this program 8 years ago, and we started to use it with 12- and 13-year-olds. But the school and we agreed that we needed to work with the 9- and 10-year-olds because that is where the problems occur.

We have since expanded into the camps, the Dorothy Kirby Center, and into the public schools. We have programs that bring youth in on a community outreach basis, and we have been very successful. This program costs $700 a year per student. We are getting outstanding results. We have a waiting list.

Ms. Moss-Manson mentioned $38,000 to put a kid through the camp program. We are doing two things, public awareness, and the other is the prevention and diversion program. The third thing is the alternative sentencing plans.

We know that for many of our kids, the camp systems and CYA, are revolving doors. The recidivism rates are high. We are looking at alternatives. Community-based organizations—we are going to hear from others—we know that they are the way to go. We can't expect to solve the kids' problem by putting them through the camp system. It is not going to solve their learning problems or teach them to read. They are not treatment oriented. They don't have enough counselors. We can provide the counseling and the

one-to-one services that they are not able to provide in the camps. Punishment doesn't always work.

So that is really what we are offering, those three programs. And I want to really thank you for giving us the opportunity.

Chairman MARTINEZ. Thank you.

[The prepared statement of Ms. Lavelle follows:]

Nancy J. Lavelle, Ph.D.

I am pleased to be asked today to give special testimony on activities and opportunities for the diversion of youth from gang activities in our community. As founder and President of the Institute for the Redesign of Learning, and The Almansor Center, I have been in the unique position of getting a close-up look at the lives of over 2000 troubled youth and families over the last twenty years. My own background is as a junior and senior high school teacher for youth with learning, behavior and emotional problems. These are the kids who have dropped out of school, have criminal records, are in gangs, perhaps suicidal, and who have histories of violent behavior. These are the kids who usually wind up incarcerated or in psychiatric hospitals. Believe it or not, my areas of expertise include crisis intervention and dealing with assaultive behavior. I have conducted numerous trainings for the Probation Departments of Los Angeles, Riverside and San Diego Counties on how to deal with violent kids. You've heard the one about speaking softly and carrying a big stick. Obviously, I don't look like someone who works with violent kids or who carries a big stick. In fact, in my work with some pretty tough kids, I've learned that carrying a big stick isn't enough. Being tougher than the kids isn't enough. Punishing them isn't enough and doesn't work because it often turns a troubled kid into a criminal.

However, speaking softly works. It works because, contrary to public opinion, all kids want to learn and want to succeed in life. I know that isn't a popular point of view. We can all point to really bad kids, the fifteen and sixteen year old hardened criminals and gang members. However, I can only speak from my own experience. I HAVE NEVER MET A KID WHO DID NOT WANT TO LEARN AND SUCCEED IN LIFE.

While we want to blame poor parenting for the fact that so many youth in our community are out of control, I want to share with you some shocking statistics that point once again to the importance of education and learning (Ewing, "Kids Who Kill", 1990).

--1000-1500 kids kill on a yearly basis

--93% are males

--57% are Black

--25% are Hispanic

--Most have mild disabilities when assessed

In one study of youthful killers (outlined in Ewing's book):

--only 14% were considered "normal"

--7% were mentally retarded

--79% were considered "borderline" and 71% had "learning problems"

--only 21% read at grade level

--21% were totally illiterate

--58% had some degree of reading deficit

A significant number of adjudicated youth and adults are learning disabled (Brier, " The Relationship Between Learning Disability and Delinquency: A Review and Reappraisal in Journal of Learning Disabilities, Vol 22, Number 9, November, 1989). Estimates range from 12--70% or greater due to differing definitions and testing techniques. However, the National Center for States Courts conducted a carefully controlled investigation (Dunivant, 1982) and found that 36% of incarcerated juveniles were found to have a learning disability. These results remain unchanged when such variables as socioeconomic status, family size, and family intactness were controlled.

In our own work, we have found that out of fifteen factors predisposing individuals to delinquent/criminal behavior, six are related to poor school achievement and learning problems, including language deficits, attention deficits and poor social skills (Cowardin, The Almansor Center, 1993). These learning problems show up in terms of differential treatment of youthful offenders at arrest, at adjudication, and at disposition. Often the system fails to perceive learning problems and seek advocacy. Negative school history means a reduced ability to comprehend proceedings and reduced ability to self-advocate. When the disposition includes school attendance or maintaining passing grades, often the youth is unable to comply with academic requirements as terms for termination or release.

We are all aware that our schools are under tremendous pressure to improve the quality of education they offer to all children not just the at-risk. The purpose of this hearing is not to make recommendations regarding the education system. We also recognize that the problems of gangs in our community is a complex issue with no simple solutions, requiring the ingenuity and collaboration of youth, parents, community leaders and professionals alike. However, I do have one point to make. Much like the Real Estate Broker who talks about "location, location, location". The only real solution for disenfranchised and alienated youth is "education, education, education". To that end, under the direction of Dr. Nancy Cowardin, Director of The Almansor Center Community Outreach Services, we have undertaken three effective initiatives to divert youth from delinquent and gang activities:

PUBLIC AWARENESS AND ADVOCACY--While the role of this committee is not to reform education, parents, educators, the police, the courts, public defends and prosecutors, paralegals, the probation department and community prevention and diversion programs must be made aware of the role that learning problems play in gang and delinquent behavior. In May, we sponsored a symposium, "Breaking the Chain: Learning Disabilities, Illiteracy and Criminal Behavior". We brought together lawyers, a judge, public defenders, paralegals, educators and parents as well as former gang members. The message was clear: school failure leads to cutting classes, which leads to dropping out and delinquent/gang behavior. To promote public awareness and advocacy about this relationship, Dr. Cowardin has been asked to be an expert witness and provide in depth educational assessment for arrested youth suspected of having developmental and learning problems. In addition, she has developed a series of training tapes designed to educate educators and professionals in the juvenile justice system about the role learning disabilities play in the arrest, adjudication and disposition of delinquent youth. Unfortunately, public awareness and training is not high on the agenda. We have struggled to fund this effort and have only been able to produce two out of the planned nine tape series. I would hope that as an outgrowth of this hearing, public awareness and advocacy is seen as a critical issue and that funding be made available for this effort.

PREVENTION AND DIVERSION--We have developed Taking Charge: A Self- Determination Mentoring Program for youth. Eight years ago we received a small grant from the Office of Criminal Justice Planning to start a pilot project using our Taking Charge program in Garvey Unified School District. We targeted 12 and 13 year old

youth. However, after meeting with school district officials, we decided that to really head off potential delinquents and gang members we needed to reach down to the ten year olds. By the fourth grade, the demands of the school curriculum becomes overwhelming for children who have previously been able to cover up their lack of reading skills and their school failure. At this age, if a child has not learned to read and is having difficulty in school, truancy and behavior problems are evident and increasingly disruptive. Teachers and school officials no longer want to put up with it. Since our work with children in the Garvey School District we have expanded our work with Taking Charge to reach at-risk youth, delinquents and gang members both inside and outside the Juvenile Justice System. Our success rate at Garvey and in our other diversion programs is described in our written testimony. Often we hear that it is too late to intervene with older youth. However, our experience is different. At our symposium last month, two youth almost 18 years old, incarcerated at Dorothy Kirby Center, described the impact of Taking Charge on their lives. Taking Charge is unique. We know that for most youth it is too late to change the school system or their family life. What we can do, however, is teach young people to become self-advocates; to take responsibility for their own learning process; to learn interpersonal and decision-making skills; to set goals; to assess their own learning styles· to build a network of support and to take action. These self-determination skills empower kids to stay in school and overcome barriers that would be too much for many of us sitting here in this room. Mentoring programs such as Taking Charge allow us to move away from trying to grapple with the overwhelming problem of gangs, gang mentality, the Bloods, Crips

and White Fence. It allows us to think in more human and immediate terms. What about Noe, Tim, Richard, Rosa and Lamont? What will it take for them to turn their lives around?

ALTERNATIVE SENTENCING REPORTS AND PLANS--We have all heard statistics that it costs in excess of $45,000 per year to put a kid through the juvenile justice system and camp programs. On the other hand, for prevention and diversion programs, there is a scarcity of financial resources. For example, our own Taking Charge program costs $700.00 per youth. We have a long waiting list of youth, school districts and agencies that want to implement the program but due to lack of funds we can't meet the need. We still think of the camps as a deterrent for criminal behavior even though we know that entrance into the camps is part of the initiation rites of many gangs. However, times may be changing. The lack of county and state funds, and the overcrowding in our juvenile halls and camp, and CYA systems point to the need for alternative sentencing plans for delinquent youth. Janet Reno's position on prevention vs. incarceration exemplifies this point and offers a breath of fresh air. This committee has to recognize that community based programs working in collaboration with education, law enforcement and the courts are not only cost effective, but the only sensible approach to the diversion of youth from gang activities. More importantly, in our way of thinking, education and training is key. Getting kids jobs is not the answer if what we're offering kids is minimum wage jobs. Why should they work for $4.25 an hour when they can make thousands of dollars on the streets dealing? On the other hand, the kids we work with want out. Out of the failure and violence. They want to know that there are possibilities for them to have a better life than their parents

and that they will be able to create a better life for their children. That possibility only becomes a reality through training and education.

We believe that this hearing and the round table discussion to follow can be the catalyst for supporting the kind of initiatives we have started at the Institute for the Redesign of Learning and The Almansor Center: public awareness and advocacy; prevention and diversion; and alternative sentencing plans utilizing community based, collaborative education, treatment and training services.

The Almansor Center is a private, nonprofit agency established in 1974 to serve children and adults with complex learning, behavior, and emotional problems. Current programs include a Preschool for children with intensive needs, the Day School (ages 6-18), an adult supported employment program, an out-patient mental health clinic, and community outreach services extending to 25 surrounding communities. Over the past 8 years, Almansor has operated four juvenile justice grants aimed at diverting at-risk youth from delinquency and gang involvement. An OCJP project operated in the Garvey School District trained approximately 15 teachers as Diversion Specialists who conducted our TAKING CHARGE intervention with at-risk 8-12 year old students. Results showed improved behavior ratings (+18%) and school attendance (+6-10%). The second and currently funded OCJP project provides the TAKING CHARGE intervention to 50 camp and probation youth at five County locations. Objectives include improving self-esteem by at least 10%, completing Action Plans aimed at transition back into their communities, and training Probation staff in TAKING CHARGE methodology. A third project was conducted at the Dorothy Kirby Center where selected youth received TAKING CHARGE training to improve self-esteem (+18%) and decrease behavior referrals (-35%). Finally, Almansor has conducted successful AB 90 projects over the past 8 years where 82% of enrolled youth reported positive changes in self-concept, and 75% improved school performance using project strategies.

PROBLEM STATEMENT

The L.A. County Probation Department supervises approximately 20,000 youths at their homes as well as in juvenile halls and other placements. These youngsters are monitored by Deputies whose caseloads average up to 150 each. As the fiscal year comes to a close, the Probation Department as a

whole faces funding cuts of between 8 and 25%, forcing them to consider greatly increasing already large individual and area office caseloads. Planning meetings have resulted in many creative suggestions from "tiered" caseloads of 200 to 400 clients per Deputy, to "banked" caseloads of up to 1000 clients per Deputy. Additional camp closures will eliminate a more restrictive alternative for some 1000 serious juvenile offenders, returning them to their neighborhoods with only minimal monitoring by Probation and/or the Courts. No scenario will enable the continuation of individual direct services to these youths who so desperately need such attention. Individual services provided to these youths through the so-called "closed camps" have resulted recidivism reduction of about 50%; and camps which offer an additional aftercare component boast recidivism reduction averaging approximately 65%.

Thus, with the Probation/Juvenile Camp system facing challenging times, youth agencies, families, schools, police, and courts will need to rely on Community Based Organizations (CBOs) for effective personalized diversion services which will no longer be available through the present channels. Importantly, service provision must be accomplished through coordinated interagency efforts aimed at all priority targeted youth groups, to reduce levels of felony behavior in our communities, to prepare camp youth for transition back into their homes and neighborhoods while diverting them from gang involvement, to improve parenting and communication skills within families, and to provide follow-up in the form of aftercare services. These efforts must be coordinated with local schools and police, area Probation Offices, Juvenile Delinquency Courts and Probation Camps throughout the county. Individualized direct service needs include assessment, counseling and education, and transitional living skills.

PROGRAM OBJECTIVES

Almansor's various grant projects present a multi-level approach to juvenile crime reduction. Measurable objectives include the following:

a) Reduce immediate and long-term system entry At-Risk groups by 75% of expected levels.

b) Reduce long-term levels of delinquent behavior and recidivism by at least 80% as measured by follow-up data.

c) Improve parenting and communication skills by 50% in class members as measured by criterion referenced pre/posttesting.

d) Increase self-esteem by at least 10% in clients as measured by pre/post standardized assessments (Coopersmith Inventory).

AB 90 EXPANSION PROJECT

Our AB 90 juvenile diversion project has been limited to small numbers of youth in our geographical area. This project year, a competitive bid process initiated by the Probation Department enabled Almansor to propose a greatly expanded program of much needed services. In this proposal, each of 60 youngsters would receive 16 hours of individual intervention, transition, and aftercare services including, but not limited to learning style assessment, counseling, and education using our TAKING CHARGE materials. Services will be arranged on a weekly, one-to-one basis, and can be delivered at Camp or Probation Office locations where needed. A second proposed component is the Parent Empowerment Program, where parents will be grouped in 10-session classes aimed at developing communication, child monitoring/management techniques, and crisis management strategies. Classes will be conducted by bilingual LCSW/MFCC personnel. These classes will be held at The Almansor Center and/or area Probation Offices.

INTERVENTION METHODOLOGY

Central to Almansor's diversion efforts has been our TAKING CHARGE curriculum (Institute for the Redesign of Learning, in press) aimed at enhancing self-determination and decision-making skills in partnership with a committed adult. The program enables project youth to enhance self-esteem and take charge of their lives thereby reducing system entry, continued delinquency involvement, and recidivism. TAKING CHARGE is divided into sections covering self-assessment, goal-setting, identifying a network of support, and developing an effective Action Plan to accomplish goals. There is also a new "Camp Supplement" aimed at transition back into the community. This program has proven effective with at-risk and delinquent groups in previous and current grant programs. Findings indicate significant increases in self-esteem (+12%) as well as in school attendance (+10%) and performance (+26%), peer and family relationships (51% reporting improvement), and decreases in delinquent behavior (66% reporting reduction). Finally, our new Aftercare component has been specifically designed to track project success while maintaining supportive interactions with clients.

TARGET POPULATIONS

At-Risk, Delinquent and Camp youth are targeted for services in all of our grant programs. Referrals are accepted from local schools (At-Risk group), Juvenile Courts (Delinquents), Probation Department area offices and juvenile detention camps (Delinquent/Camp Youth). Although many of our grants impose geographical restrictions on the referral base, Almansor seeks and coordinates additional contacts and contracts on an on-going basis.

Chairman MARTINEZ. Mr. Hollopeter.

Mr. HOLLOPETER. Good morning, Mr. Chairman and members of the subcommittee. I am Clayton Hollopeter, the Executive Director of the Boys and Girls Club of San Gabriel. The Boys and Girls Club is affiliated with the Boys and Girls Clubs of America, the Nation's premiere youth development agency.

We were established in El Monte in 1964, almost 30 years ago, with the primary purpose of aiding and assisting young people to become responsible and productive adults. There are thousands of young men and young women now in the San Gabriel Valley that are products of our program.

I brought with me today two young men who are in the program, David Hernandez and Danny Fernandez, who are sitting in the back, and you may want to talk to them after the hearing.

This morning you have heard testimony from Officer Ken Weldon of the El Monte Police Department. I will not repeat his findings, except to verify the extremely remarkable results which are obtained when law enforcement and private agencies work together cooperatively for the good of the community.

We began working with gang members long before its current popularity. Almost monthly a youth known to me lay victim of senseless gang violence. At one time I was personally acquainted and working with over 200 high school gang members, all of who had either been stabbed or shot themsleves, or who had stabbed or shot someone else. I recognized that something had to be done, and we had to do it quickly and in collaboration with the senior officers of the El Monte Police Department.

We jointly developed a five-pronged plan to attack the problem. Traditional law enforcement strategies and techniques didn't work. The gang situation was out of control. Nothing seemed to work and we had to change that.

Because of my unique position in knowing almost all the gang members and them having been members of the Boys and Girls Club, I recognized that most of these young gang members had many, many very good qualities, but they were caught up in something outside of their control and unable to free themselves from the gang lifestyle. Police management recognized this tremendous waste of youth potential that the gang lifestyie was causing and the terrible effect on the community.

The cooperative team approach developed by mutual trust and synergistic interaction led to the development of the El Monte Plan. The El Monte Plan is a basic formula of what to do about gangs. It does not—I repeat it does not—require any additional resources beyond those that are already in place. What it does require is a redeployment of existing resources in order to achieve measurable results.

Our goal was to reduce gang activity and gang violence. We have achieved this goal, and today youth gang activity is at a very low level here, while apparently out of control elsewhere.

I would like to explain briefly the five elements of the El Monte plan. There are five distinct actions which are absolutely essential but are all of equal importance and all five need to be implemented simultaneously.

The first essential is obvious. You have to remove the infectious criminal leadership. Traditionally, this has been accomplished by law enforcement and the justice system, but it is only temporary. Everyone comes home and, unfortunately, many returning from incarceration are far worse than when they left. That makes the problem worse. Rather than providing a long-term solution, youthful incarceration in costly jails, juvenile halls and the California Youth Authority results in even more serious crime and related behavior when the ex-con gang member returns home.

We recognized this revolving door had to be fixed, but we discovered that where there was private sector, unsubsidized, employment of gang members, the need for emotional support from the gang was greatly diminished. While the job is not the answer—it would be simple if it were—without a job there seems to be little hope for a youth to escape a life marred by violence and delinquency.

The role of the officers, specifically Ken Weldon and other officers in his unit, was to physically take active gang members to prospective employers and to encourage or coerce business owners and managers into hiring the gang members. Surprisingly, most community-minded businessmen did just that and, in short order, many of the most dangerous gang members were effectively off the streets.

The second essential element is to cut off the recruiting of new gang members, and this was an important role of the Boys and Girls Club. We extended our hours and our days. We are open every day and every night, 7 days a week including holidays. We dropped our membership fees and dues so that there was no reason for a gang-related youth to have any hesitance in coming to the organization. We structured our programs and activities so that the Boys and Girls Club could be a safe haven for youngsters that didn't fit anywhere else.

Some of our detractors may say we are the hangout for gang members, and indeed we are, and we are proud of it. It is difficult to work with gang members on the street, and it is significantly more convenient and easy and successful if they come to your program and they are participating every day.

So, sure, we are the hangout of gang members, but, interestingly enough, we are able to successfully work with them, and that is important.

The youth are allowed the freedom to be able to be themselves and are allowed to feel that they are important in our program. And they are important. They are important to themselves, and they are important to us.

And, finally, a variety of programs and activities are offered which don't skirt on controversial issues, and we provide them in a friendly atmosphere. It is okay to kick back.

For those that can't go to school because of behavior problems or having a gun on campus or other school-related problems we have a school on campus that has 60 boys and girls that come every day. It is a school that is funded and operated by the Los Angeles County Office of Education. It is a court and community school, and youngsters come there and are in class 5 days a week, 51

weeks a year. The school runs year round except between Christmas and New Years.

The third essential element is to help the remaining gang members escape from the gang. If you can't get the gang members that are in the gang out, when the leadership is taken away, they become the leaders and the problem continues. So it is essential in working with gangs to take the memberships out of the gang.

So we developed programs. Through employment, with the police department and others we helped kids find new friends, new associations, new interests and new visions and new opportunities and a new outlook on life. We used our residential camping facilities, our camp in Mammoth Lake, to take young gang members to show them the world outside of the city. And we find that after doing that, their outlook on life is changed.

The fourth element of the El Monte Plan deals with the social, educational and employment environment of the community. This is the area of networking, information sharing, organizational modifications, advocacy and educational reform. There are many factors that contribute to the gang problem and need to be straightened out. Most non-gang youth keep out of gangs because they are bonded or tied to some other institution such as a school, a home, work or church. Gang members bond with the gang.

And it is necessary to help institutions like schools, for example, to understand that it is not always the youth's fault. He, too, may be a victim.

The final element is prevention. You need to keep it from happening all over again. All too often, once a problem is solved, everyone is so relieved that they have solved the problem that they let their guard down and the problem starts up again. This may explain the cyclical nature of gangs.

Time, I don't think, permits me to go further in describing the principle of gang prevention in greater detail, but the report that Kenny Weldon referred to on the El Monte Plan lists many of those principles.

I appreciate this opportunity to share my experiences and observations with you, and, hopefully, other cities can join with us in turning our gang-involved kids around.

Chairman MARTINEZ. Thank you. Mr. Hollopeter.

[The prepared statement of Mr. Hollopeter follows:]

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TESTIMONY OF MR. CLAYTON HOLLOPETER
BEFORE
THE EDUCATION AND LABOR SUBCOMMITTEE ON HUMAN RESOURCES
El Monte, California
June 4, 1991

Clayton Hollopeter
Executive Director

Good Morning Mr. Chairman and members of the Subcommittee. I am Clayton Hollopeter, the executive director of the Boys & Girls Club of San Gabriel. The Boys & Girls Club is affiliated with Boys & Girls Clubs of America, the nation's premiere youth development agency. We were established in 1964 with the primary purpose of aiding and assisting young people to become responsible and productive adults.

In the early 1970's we embarked on a program of service to gang related Latino youth. Our approach was supportive and positive. The goal was to enhance the safety of citizens of the community and simultaneously to enable gang involved youth to achieve their rightful place in modern society.

This morning you have heard the testimony of Officer Ken Weldon of the El Monte Police Department. I will not repeat his findings except to verify the remarkable results which are obtainable when law enforcement and private agencies work cooperatively together for the good of the community.

We began working with gang members long before its current popularity. Almost monthly, a youth known to me, lay victim of senseless gang violence. At one time, I personally was acquainted with over 200 high school gang members, all of whom had either been shot or stabbed! I recognized that something had to be done -- and done quickly.

In collaboration with the senior officers of the El Monte Police Department, we jointly developed a five-pronged plan to attack the gang problem. Traditional law enforcement strategies and techniques didn't work. The gang situation was out of control and nothing seemed to work.

Because of my unique position in knowing almost all of the gang members, they having been members of the Boys & Girls Club, I recognized that most of these gang members had many good qualities. But, they were all caught-up in something, outside of their control, and unable to free themselves from the gang life-style.

The police management recognized that tremendous waste of youth potential that the gang life-style was causing and its terrible affect on the community. The cooperative, team approached, developed by mutual trust and synergistic interaction led to the development of the "El Monte Plan."

The "El Monte Plan" is a model formula for what to do about gangs. It does not require any additional resources beyond those already in place. What it does require is re-deployment of existing resources in order to achieve measurable results. Our goal was to reduce youth gang activity and gang violence. We achieved this goal and today, youth gang activity is at a very low level here, while apparently out-of-control elsewhere.

What are the elements of the "El Monte Plan?" Basically, there are five, distinct actions, which are absolutely essential and are equally important. All must be implemented simultaneously.

The first essential is obvious. You must remove the infectious, criminal leadership. Traditionally this is accomplished by law enforcement and the justice system. But it is only temporary. Everyone comes home and unfortunately, many return from incarceration far worse than when they left. Rather than providing a long-term solution, youthful incarceration in costly jails and juvenile halls often results in even more serious crime and related problems when the ex-con gang leader returns home. We recognized that this revolving-door had to be fixed. We found that through private sector, unsubsidized employment of gang members, the need for emotional support from the gang was greatly diminished. While a job is not the answer, how simple that would be, without a job there seems to be little hope for a youth to escape of life marred by violence and delinquency.

The role of the officer, specifically Ken Weldon and other officers in his unit, was to physically take active gang members to prospective employers and encourage or coerce business owners and managers into hiring the gang member. Surprisingly, most community minded businessmen did just that, and in short order, many of the most dangerous gang youth were effectively off the streets.

The second essential element is to cut off the recruiting of new gang members. This was an important role of the Boys Club. Hours were extended and a seven-day-a-week policy was adopted. Membership fees and dues were waved for gang related youth.

The Boys and Girls Club became a safe haven for youngsters who didn't fit in anywhere else. The Club offers everyday availability of mature staff to listen to, respect and interact with potential gang members. The youth are allowed the freedom to be able to be themselves and are allowed to feel that they are important -- which they are. Finally a variety of programs and activities, which do not skirt controversial issues, are provided in a friendly and relaxed environment. It is OK just to "kick back."

The third essential element was to help the remaining gang members escape from the gang. Getting out of a gang is not an easy matter, even for those who sincerely desire to do so. These youth need help in establishing new friends, new associations, new interests, new visions of opportunity and new outlooks on life. Each requires help and that help must be provided. We were able to mobilize the community to achieve this.

The fourth element of the "El Monte Plan" deals with the social, educational and employment environment of the community. This is the area of networking, information sharing and organizational modifications, advocacy and educational reform. There are many factors that contribute to the gang problem and these needed to be straightened out. Most non-gang youth keep out of gangs because they are bonded, or tied, to the accepted norms of society as expressed through activities at home, school, work or church. Most gang members bond with the gang. It is necessary to help institutions, like schools for example, understand that it is not always the youth's fault. He, too, may be a victim.

The final element is prevention. You need to keep it from happening all over again. Often, once a problem is solved, everyone is so relieved that they all let their guard down. Then the problem starts up again. This may explain the cyclical nature of gangs. Time does not permit going further in describing principle of gang prevention in much greater detail.

I appreciate this opportunity to share my experiences and observations with you. Hopefully, other cities can find the courage to join with us in turning our gang-involved kids around.

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Chairman MARTINEZ. Ms. Diaz.

Ms. DIAZ-PARTON. My name is Marianne Diaz-Parton. Thank you for inviting me here today. I am Deputy Director of Community Youth Gang Services, Region II, which covers the west side from the Harbor area, which at this time is involved in a peace effort, all the way to Venice to East LA and the Valley.

Before I worked for Youth Gang Services I was a gang member. I am also an ex-con. I didn't learn the gang culture, I lived it. I understand it from the inside and think that I can probably speak from a personal level about the problem.

I have been able to succeed because of several important factors. One, I was given the opportunity to attempt to change my life. I was supported by not only law enforcement, community people, and government, I was supported by family and friends to make this change. The gang doesn't always want their home boys and home girls to fail. They don't always want them to die, and they are not looking for glory through death.

When we have about 150 job openings for summer youth work, we get about 900 applicants for minimum wage jobs. When scholarships open up we have youth that apply. There is not nearly enough for them to continue their education. We have sought professionals to assist us in finding jobs for these youth who have been involved in the peace effort.

In the Harbor area we have nine gangs involved in a roundtable discussion on a weekly basis. The homicides there are zero. These gangs have been warring for 20 years. We have done it through the cooperation of the community, through the CBOs, the law enforcement. With the help of Joan Milkey-Flores and Supervisor Dean Dana, we were able to find the resources for the youth who did attempt to find peace.

In the Venice area, we have achieved the same success modeling our efforts after the success in Harbor. Robert Graham, a world-famous sculptor, hired five of our gang members to learn metalwork. They are now upstanding citizens and will not return to the gang lifestyle, but they still retain their respect from the home boys so they are able to convince them to participate in our peace efforts.

Community Youth Gang Services targets the problem with six components. Parent-teacher education to teach them what to look for in a kid when he is leaning toward gang membership. Parents need to know simple things. You do not let your kid go to someone's house unless you know that person. You don't let the kids buy their own clothes. You buy them for them.

Teachers need to know that you don't ignore the gang members in your classroom. You try to find a way to utilize their talents in a positive way.

I didn't graduate from high school, but I scored a 98 on my GED in prison. If someone would have taken the time to positively harness what I knew—my mind worked great, things might have been different. Unfortunately, I was influenced in a negative way. I could run 60 gang members, which is probably why I can run a region in this agency. The talent was there. It just wasn't in the right direction.

We target the problem through community mobilization. We advise a community that it is their problem, too. We can't be out there alone dealing with the gang members. They are your kids, and if we are going to be out there at 3 a.m. in the morning, you should be there with us. You should know where your kids are at, and you should show them that you are concerned about the problem, not only through providing funds but maybe your time.

Graffiti removal. We do that free of charge to the communities of Los Angeles, City and County. It may seem like it is just a losing battle, but we do that because the more graffiti you allow, the more potential for problems there will be.

We have a Career Paths Program, a 15-week curriculum targeting elementary school youth to prevent them from joining gangs in the first place. And as others have mentioned, if you cut off the recruitment, you kill the gang. That is the bottom line.

Our crisis intervention staff, which is where I came from, deal directly with the gang members, mediating situations, convincing them that there is a peaceful way to live in our communities and goes knocking on doors looking for: jobs for those hard-to-place kids, recreation; and realistic alternatives; not just alternatives, but realistic alternatives—that will impact them in a positive way.

We developed Graffiti Busters. It was our gang for kids in junior high. They are the ones most vulnerable to recruitment. They are not children, and they are not adults. The gangs seem to be able to pull them in and utilize them because they are looking for a place. We get to them.

Agencies such as ours and people who have spoken here today, are not nearly enough to meet the need. We have been networking to fill the gaps, and it is working. But any more cuts in our budgets, we are taking away from the children, and I can't understand why they are always the first to be neglected. Every year, our agency is cut 8 percent, 14 percent, 20 percent, and expected to do the same job. It is impossible.

Every resource out there in our community for the kids has been cut. Right now, we are in an effort to save two parks in the Lenox area, Lenox Park, the only park they have, and Helen Keller. Both parks were recovered through mobilization efforts. The parks weren't being utilized because the gangs members were there. You fill the parks with community, and they will leave. We made the parks places to have fun, and the gang members are welcome there also. If you take everything away from our kids, they are going to find something to do.

Education always goes first. I have never understood that. If it wasn't for the education I received, I wouldn't be where I am at today. Park and recreation, intervention programs, prevention, they all link together. They are all needed.

Law enforcement has been behind every step that we have taken in our peace efforts and have understood why we are doing the things that we do and have assisted us when we couldn't come through with the funds.

I hope that funding to these agencies is continued and increased. The kids are our most important resource. They shouldn't come last. They should come first. Everything else that is on the block can't be as important.

Thank you.

Chairman MARTINEZ. Thank you, Ms. Diaz.

[The prepared statement of Ms. Diaz-Parton follows:]

STATEMENT OF MS. MARIANNE DIAZ-PARTON, REGIONAL DIRECTOR, COMMUNITY YOUTH GANG SERVICES PROJECT, LOS ANGELES, CALIFORNIA

Community Youth Gang Services is the largest non-law enforcement gang prevention agency in the country. I am the Deputy Director for Region II, which covers Coastal, Valley, and the East areas of Los Angeles City/County. My experiences with gang-involved youth have been both personal and professional. As a former gang member, I have a unique insight into the gang culture. Knowing what personally assisted me in exiting the gang lifestyle, has allowed me to direct my staff in providing alternatives to youth. With the continued cutbacks in funding, not only our agency, but other youth agencies throughout the county, youth continue to seek their own recreation. Gangs have become "cool." Our agency contacts at-risk youth to provide recreational, cultural and educational alternatives to gang recruitment. The constant battle for funds can halt the progress of programs and services. Had it not been for the opportunity to find employment with CYGS, following my release from prison, my future as an upstanding citizen may have been impossible to achieve. Arrest records and lack of opportunities for ex-convicts, often times, keeps the individual looking for ways to support themselves. For 11 years I have devoted my life to the recovery of our communities. This effort does not need to be funded on a year to year basis. When youth feel comfortable with an agency that understands their frustrations from a personal level, they do not need it pulled out from under them when they begin to trust. This agency is the mediator for gang members and communities. We do not attempt to eliminate the youth but the problem. Youth being incarcerated is not the answer. This only tends to make the youth a hardened criminal. "Prevention" is the key. If the gang does not get new recruits, it eventually dies. Only realistic alternatives can keep youth from choosing the gang lifestyle. Our agency has developed programs such as "Junior Graffiti Busters," "Star Kids," "Career Paths" and "Sports As Alternatives Programs" to redirect youth and prevent youth from participating in gang activity. We work very closely with other agencies to fill the gaps that lack of funds create. Only through cooperation can we achieve success in our communities. The lack of dollars often causes feuds between agencies for grants. This sends the wrong message to our youth.

Youth have to become a priority with our government. When resources are cut from those that target youth, how can we hope to save the children and our future.

Chairman MARTINEZ. Let me ask you a question that I asked Mr. Robinson because I think it is core to the problem, and it all comes down to who is influencing the young people in the community. You mentioned eliminate the recruitment and you kill the gang. Well, I am one that agrees with you totally.

Danny Heren from the Monterey Park Boys and Girls Club is in the audience today, and—the Boys and Girls Club of Monterey Park—because, under the first director that was there, a gentleman from San Diego, he went into an area in Monterey Park called Forsyth and he started to recruit the young kids to come to the Boys Club. And at that time it was just the Boys Club, now it is the Boys and Girls Club, but even way back then they were taking girls into the club.

But they started doing things that normal recreation programs in the city don't do: tutoring kids, counseling kids, getting them involved in positive activities, community service, letting them earn points to bid on gifts at Christmas time. I saw one young kid whose parents couldn't afford to buy him a bike, and he worked hard enough to get the points to win a bicycle. They create incentives that are greater than the incentives of being in a gang.

And the whole idea here is that we are trying to affect the problem by finding ways to influence the young people away from the gangs. All these programs are doing it to a certain extent.

But, going back to what I said, I agree that if you kill the recruitment, you kill the gang.

Likewise, on the Terra Grande in Monterey Park. In the year that the projects were torn down, in the first 3 months of that year there were 42 gang-related killings in that area—42. And, of course, other communities inherited the problem. Part of them moved into an area in Terra Grande that they dubbed "the block," and they created problems there until someone who was born and raised in Hell's Kitchen, who was as tough as they were, confronted them.

And do you know what it was? They didn't have anything else to do. They didn't have the guidance that you were talking about. The parents didn't know and didn't care where the kids were. And they got their support from the peer gang members and got into this.

But you know what? He called me and asked me what we could do, and I suggested the East Los Angeles Skills Center, and he took a lot of these kids down there and enrolled them, and they got trained, and they got jobs, and there is no more Block today.

If you provide them alternatives, yeah, you can grab them away.

But I want to get better insights from you as a person, because you were a gang member, and the influences that draw you to the gang activity or the lack of other interests that allow you to be drawn into that gang activity. And the one thing that you said was that you wanted to be helped, you needed to be helped.

And earlier Mr. Robinson talked about how he goes into the communities and tries to find the young people that want to be helped. Well, I think we have to go beyond that, beyond just finding the people that want to be helped. We have to find a way to influence people that want to be helped, influence people away from the other influences that are dragging them into the cesspool of gang activity.

What motivated you into deciding that you didn't like the lifestyle that you were living and you wanted help? Do you know? Is there any significant point in your life when you decided?

Ms. DIAZ-PARTON. There was a real significant point—doing 3 years in prison was pretty significant and convinced me that I was wasting my life. I saw people who have been returning to prison over and over again because they couldn't deal with society.

The reason I changed my life was because people convinced me that they would be there to help me to do it. It is real hard to give up the power you feel when you are a gang member. It is hard to give up the feeling of respect that you think you have. I know now it is intimidation and fear that you are feeling from people.

But when they filled my time with something just as important, which was helping kids, and giving me the opportunity to use what I did know in a positive way, while also realizing that once in a while I might not be perfect. I didn't become an ex-gang member overnight. It took time. It took a lot of patience on the part of the agency that I worked for. You don't just put a gang member in different clothes and think they have changed.

I was raised a gang member, and to change that way of thinking took a lot of time and a lot of effort and a lot of trust from people. To put me in charge of employees of the agency—I mean it just showed me that they were willing to give me a chance to use what I did know. And they supported me in going after education and other means.

I think the turning point was a combination of doing the time, seeing where my life was going, and the death of my parents while I was busted—which is something that I do talk to the kids about. You don't know when they are going to be gone. And they do want what is best for you. And when you do make that change, if they are not there, sometimes it doesn't mean as much.

But the opportunities that were there, in combination with the fact that I had a younger sister and relatives who were going the same way who I didn't think would survive because I didn't think they had it to survive in the gang lifestyle, forced me to be committed to the effort.

I saw a lot of good people. Intervention workers were the ones that dragged me into the job. My first reaction was that it was a snitch program because I was a gang member. It had to be. Why else would they pay me to work with gang members unless I was providing them information? And I wasn't actually willing to put my life on the line at that time.

After working with the staff there, I found out that wasn't what they were about. They were about giving their time and effort to help you and to share with you their experiences and to help pull you out.

I work closely with the Boys and Girls Clubs in the Harbor area, and they provide so much that we can't do. They have the facilities. They have staff. They can help us with our efforts.

You know, I saw a lot of good people, and it changed my idea about society in general because, prior to that, because of the tattoos and way I dressed all I saw were doors slammed in my face. I came to see a different side. There were people that care—like yourself, law enforcement. They went to bat for me when I went to get hired. They were the same ones that arrested me for years, but they stood by me.

That is what kids need, people who are willing to stand up for them. When they are willing to make that change, the opportunities have to be there. If they are not there, then how can you expect them to change? You can't take away everything a gang member lives for and fill it with nothing.

Chairman MARTINEZ. Thank you.

If I can summarize what you are saying, in the first place, there has to be somebody who is willing to go out there and recruit for those young minds and bodies. You have to get someone who understands them so they can pull them away from the influences, and then you damn well sure ought to have alternatives for them, viable alternatives, solid alternatives, not just make-believe alternatives. And if you have that you have a chance of winning.

I have seen that in some of the activities of the Boys and Girls Club. I was very familiar with the Monterey Park Boys and Girls Club, but I have seen it in other clubs throughout the country and especially in Clay Hollopeter's.

You mentioned that you don't understand why you are the first agencies that are cut. I will tell you a simple thing. The reason is you don't have a voting constituency. The young people that you serve are not of voting age. So what politician is going to cut something like a senior citizen—no offense to any senior citizens—versus cutting a gang prevention program? Simple choices for them, unless they have the courage to do it. And that is what we have to develop.

We have to also develop, if not in the young people themselves, then in the people like yourself and the people that work on these programs and the Clay Hollopeters of the world and the Dr. Lavelles of the world and everybody else, the ability to tell these people, hey, this is important. This is as high a priority as building an MX missile and sticking it in the ground. This is as high a priority as building a Stealth bomber that isn't Stealth. We have to develop a constituency.

One of the reasons for these hearings is to make the public aware of how hard it is to get the funds and to convince the people from the farm belt of the U.S. and Nebraska and Kansas, where agriculture is the most important thing in the world. But, by God, there are priorities of equal importance, and this is one of them.

I think you need to go back and start telling the people that you work with and the parents of the people that you serve, that, maybe they need to start making noise about how important these programs are. You are not the first person they look at, but it is because you are the easiest to cut because you have no constituency.

I wanted to talk to Mr. Hollopeter. How many boys do you serve presently?

Mr. HOLLOPETER. We probably are serving 600 or 700, and of that 600 or 700 at least 100 or 150 are from tagging groups. We have talked about taggers, and it is really not the same problem as gangs, but we are finding a relationship between tag groups and find it is a positive relationship if kids join tag groups they are less likely to join a gang.

So while they are doing graffiti and vandalism, we don't see evidence of them doing drive-by shooting, and as they mature we don't see them going into the kind of crime and violence that we saw from gang members.

We are interested in working with tag groups so that they don't get disappointed and join gangs, but the tag phenomenon may be one way of reducing gang membership.

Chairman MARTINEZ. You have been there 18 years?

Mr. HOLLOPETER. Twenty-nine years. That is a long time. I was young once.

Chairman MARTINEZ. Look at Danny. When I met him he was a young kid. I can remember how green he looked. Look at him. He looks like a distinguished old man now, a good-looking old man. He has gray hair now. Does that come from working with kids?

Over the 29 years, have you ever thought about the number of young people that have come through? And we have a terminology called positive terminations. How many of these lives went on to be fulfilled in a positive way?

Mr. HOLLOPETER. Mr. Congressman, I am delighted to say that almost all of the gang members that we have dealt with, except those relatively few that are in prison and those that were killed, have turned out to be nice people with families and with children.

I am occasionally seeing gang members who I worked with in the beginning who proudly bring me their granddaughters to show them off. They are so proud. And there are a couple of families that come every day with their children and grandchildren. And I remember how terrible they were when they were active in the gang, and they are absolutely splendid parents, and they don't let their children go buy their own clothes and go out at night because they learned what a terrible price they had to pay in their life.

Last night a young man called me. He lives in San Bernardino. I know him as Miguel. When I first met him, he was brought to the school by the probation officer. The probation officer said, I don't think you can deal with this boy. He is going to be a criminal all of his life. He had a history of burglaries, robberies and was using heroin.

He graduated from high school. He graduated from Rio Hondo College, and he is now taking classes out, I believe, at Chaffee College.

He is a certified Honda mechanic. He gets paid a lot of money to fix cars when they break, and he is interested now in coming back and working for us and learning how to work with kids and being a gang coordinator and gang intervener, and we are delighted to have him come back.

He is not a boy. I guess he is 24, 25 years old. He is married and has a family and children. He is as normal as he could have been in the beginning, but nobody told him he was normal.

Chairman MARTINEZ. That is an age syndrome. Everybody younger than us are boys.

Let me ask you, over the years, do you have any idea how many have been through those doors?

Mr. HOLLOPETER. I would guess, conservatively, we have had probably between 18,000 and 22,000 kids. That doesn't seem very many, but for us it is a lot. And they come back and challenge me. Do you remember me? It is hard to remember 22,000 people, particularly when they all had nicknames. But I fool them. I have ways of doing that, and I remember most of them.

Chairman MARTINEZ. Dr. Lavelle, you spoke about self-determination. One of the problems that you have in the gang environment is that there are a lot of kids who don't have a lot of self-esteem. They don't get it from the family or from school.

And you are talking about in the classes you deal a lot with showing them that they can make decisions the right way. And you work with young people that have emotional problems, and they are the most susceptible to being guided by anyone else who presents a strong argument. And you also talked about the statistics on the lack of education of those people that are incarcerated. That is a factor that we can't overlook or minimize.

Several of the witnesses on this panel and the last panel talked about education. Ms. Diaz talked about education and how important that education is to young people. And something that I don't think in the debate in Congress has been discussed sufficiently that

you need to make sure that people who have particular needs in education are serviced.

It hasn't been until recently that we started to realize that there are a lot of learning disabilities that young people have that we weren't dealing with. I know of one in my own family, that one of my children had dyslexia and nobody realized it until she had gone through the first four or five grades and in those grades struggled like heck to make a grade level. And once they discovered this, she was a straight A, 4.0 student.

Tell me how you work with these people and how important it is to understand the learning disabilities early on and to understand that the young people that are slow learners to begin with have to be worked with in such a way that we can move from this lack of self-esteem to a position of self-determination.

Ms. LAVELLE. I think the reason for looking at self-determination is just the issues that you are relating. We find that if kids can see concrete results and concrete information about their learning they are able to make better choices.

Part of the Taking-Charge program has a self-assessment section where the kids get to assess themselves on their learning problems, learning preferences, and learning styles. Our thinking is that the more information we have, the better prepared we are to make choices.

Many years ago—I have been in this field 20 years now—we were concerned about parents and getting parents involved. But over the last 20 years I am still confronting the same problems that I confronted 20 years ago, which are that many parents aren't involved. We see the same thing with many, many dedicated teachers who are working with the learning problems, and they are still struggling to make a difference, you know, with so many kids who are having problems.

What we thought was a real reasonable way to approach it was to have the kids be their own advocates and be able to get through the system themselves and to be advocates for themselves. They really need to know what learning is. They need to know where their learning problems are. They need to be able to analyze themselves to make more appropriate decisions.

We speak of learning disabilities. It is a very broad term. There have been many definitions. The incidence has been estimated at between 12 to 70 percent of kids in the camps have learning disabilities. The number that people have kind of settled on is about 36 percent. But those are real, clearly-diagnosed disabilities. These are the kids we know can't read.

We know jobs are important, but what are we saying? We are going to let the kids out of the camps, adults out of the prison system when they still can't read? We are saying, yes, you may not be able to read, but you can make choices. You have self-determination, decisionmaking skills. You can build a network of support, and you can take action, and that is the way we have approached it.

Chairman MARTINEZ. Mr. Faleomavaega.

Mr. FALEOMAVAEGA. Mr. Chairman, thank you for the opportunity.

I want to say that my greatest regret, Mr. Chairman, is that the members of the panel are not before C-SPAN because I really, really am very impressed by the statements that have been provided before the panel. I just could not help but say how impressed I am. I have learned so much this morning.

Dr. Lavelle, you talked about stressing education, education, education. It reminded me of a statement that if you think education is expensive, try ignorance.

And it hits the point, Mr. Chairman, because children and the youth have no constituency about voting or getting the people out there, to get the members moved to see how important it is in the redistribution of the wealth and the resource of our country to meet these needs.

We have a very serious problem in the capital because of this recognition and the problems that you have shared with us. So, I am very, very happy to learn from these statements.

I really hope that the El Monte Plan just doesn't end here in El Monte. I hope that you will have an opportunity, Mr. Chairman, to share this with our colleagues to see how effective the program has been. And to say simply that only 22,000 young people have been affected, the fact of the matter, when you talk about the chain reaction, you are talking about a half a million people or more that have been affected in a more positive way and where they become contributing members to our site and to our community. So I am very, very impressed by what you have said.

Ms. Diaz, my hat off to you. It could not have been said better for someone who has come through, and it is not an academic exercise for you. You have come through a life of hard knocks, so to speak, to become a most exemplary leader in helping the youth in so many ways. So I lift my hat off, and I appreciate the comments that have been provided.

And to you, Mr. Chairman, for teaming this initiative. I wish we could take all the witnesses to Washington and recapture this. I am serious about this. I just wish C-SPAN would be here to get the sense of how serious the situation is.

And perhaps, Mr. Chairman, I would offer my recommendation that we should have more hearings and get more of our colleagues to come to the capital where the problem lies.

Our colleague, Maxine Hunter, one of the big advocates, said that we need more of this kind of interaction and communication between Washington and the problems that our people really face here in the State.

Thank you.

Chairman MARTINEZ. I notice someone has a camera. Maybe we could get a tape of this and ask C-SPAN if they would show this.

But I want to join you in commending the witnesses. You have been outstanding.

One last thing, Ms. Diaz. Last night at Steve Valdivia's testimonial, there was a group, in fact, two groups—I guess it was one group—but on either end of the hall that he introduced as a part of that group that I think you mentioned. Was that the same group? The ones that provided him with the little bronze statue?

Ms. DIAZ-PARTON. Yes, they are involved in learning metalworking. They are working with Robert Graham. He hired them follow-

ing the success of the peace agreements in Venice. Venice, Santa Monica, Culver City and West LA have been at it for years. And it has been going on now for 11 months, the truce. And there has not been a gang-related homicide between those four for 11 months.

And he hired some of those guys who helped get us there. And they were the gang leaders. They were the guys who could call the shots in that gang and started them off making pretty decent money. That can change somebody. They are able to support themselves and their family. And they are letting their home boys know if you do positive work in the community, you will be rewarded.

And I think that is what has been lacking for a number of years. Whenever there is a gang homicide, every channel is there to put it on the news. But when we have a peace effort such as a softball game or a picnic, I can't even get the throwaway paper there to advertise what they are doing.

So I think we have to change the media's perception of what they are putting on TV. If you continue to show the negative, that is all the kids are going to know. You get more attention by doing wrong. That has been the bottom line for a long time. And I think that these kids need to be rewarded for doing right.

Chairman MARTINEZ. I think so. You could see last night that they took great pride in Steve introducing them and giving a little background history on their accomplishments and achievements. And as they came up and after the thing broke up and they were taking the pictures and they came up and spoke to Steve, you could see that they, themselves, had developed a positive outlook. That was great.

Mr. Faleomavaega?

Mr. FALEOMAVAEGA. I have several of my relatives that are involved in gangs. And you talk about media communications and the problems affecting the Samoan community here in the State of California. We are probably the most unknown minority within a minority within a minority within a minority within a minority.

Some people think that there are about a million Samoans living in the State of California, but in actual fact it is less than 100,000. But, according to the census, there are only 30,000 Samoans living here in the State of California.

I know that we are the mystery people. Some people have put us everywhere and anywhere, and they don't seem to understand the problems affecting the Samoan community. They are on welfare. The cultural problems and adjustments to a given lifestyle and the changes. It is unfortunate that Samoans are stereotyped as troublemakers. They are big but no brains. The kind of thing that destroys any sense of dignity and self-worth to any human being.

So I plead with our friends here in the audience and wherever that might hear my voice that we are no different from any of the others. We may excel in sports. Yes, we do. We have 12 Samoans that play in the NFL right now, believe it or not. And I suppose, Mr. Chairman, my claim to fame is for every 13,000 Samoans we have in the United States, we produce one NFL player. We export more Sumo wrestlers than anywhere in the United States.

But, aside from our ability to excel in sports, we have those that excel in medicine and law. I think we need to understand more

why this country is such a great country that we are able to absorb people from all over the world.

And, Dr. Lavelle, you make serious efforts at giving assistance to the young people, but one question that I raise is that, in many instances, we always seem to forget that parents are probably 90 percent, in most instances, where the problem lies. And you can't fault the parents either. You have parents with less than a fifth grade education.

And how do you expect the young person who is coming out of that home, when the parents have a totally different perception, and they come here to America where individualism is preached day and night and talk about the social harmony where the needs of the group is more important than the needs of that individual person—but we have these problems.

I am really, really taken by the El Monte Plan, Mr. Chairman, and I hope that we can even put it into national legislation. The El Monte Plan should be taken as a pilot program to the various communities in the country, and, Ms. Diaz-Parton, my hat off to you again.

Chairman MARTINEZ. Thank you. I agree with you. The one problem that Samoans have is that they look too much like Mexicans.

Mr. FALEOMAVAEGA. Well, Mr. Chairman, some said that we were the braver ones that went out to the west sea, the more adventuresome that went out to conquer the world in the Pacific.

Chairman MARTINEZ. Thank you to this panel.

Our next panel of witnesses includes Mr. Joseph Gonzales, Field Organizer/Consultant, Youth Volunteer Corps of Kansas City, Missouri; Ms. Kathy Masera, President of the California Job Journal, Sacramento, California; and Mr. Robert Bruesch, sitting in for our friend, Bert Corona. Mr. Bruesch is the Mayor of the City of Rosemead.

STATEMENTS OF JOSEPH GONZALES, FIELD ORGANIZER/CONSULTANT, YOUTH VOLUNTEER CORPS, KANSAS CITY, MISSOURI; KATHY MASERA, PRESIDENT, CALIFORNIA JOB JOURNAL, SACRAMENTO, CALIFORNIA; AND ROBERT W. BRUESCH, MAYOR, CITY OF ROSEMEAD, CALIFORNIA

Chairman MARTINEZ. Mr. Gonzales, I am going to take the prerogative that the Chair has and start with Ms. Masera.

Ms. MASERA. Oh, thank you.

There has been a lot said today about the need for education, and I would like to start out with that from a statistical standpoint to get into what I do which is delivering employment information.

We have a dropout rate in California, depending upon the school district, that ranges anywhere from 20 to 50 percent. And the problem with kids dropping out of school really leads to the development of why kids join gangs in that it exacerbates the situation of them having nothing to do after they drop out of school.

The primary reason that I have identified in the 25 years I have worked in employment—and I have worked with all types of groups including at-risk kids and kids in gangs—is that they join gangs because they are bored, and they are looking for something to identify with.

Obtaining a job and employment gives kids an identity. It gives them a much more healthy environment to identify with. Kids that join gangs do not do so because they are looking for money. I have seldom met a rich gang member. They are thirsty, really, to join a family or, out of boredom looking for something to do.

The unemployment rate for kids that are between the ages of 16 and 19—unfortunately, there are no rates developed for kids who are younger than that—who are looking for work is 23 percent nationally. The unemployment rate for dropouts who are thirsty for work soars to over 40 percent. It is within that 40 percentile that you will see kids joining gangs.

It is particularly bad when you are getting into the cultural areas. The kids that drop out in terms of whites one in five, blacks one in three, and Latinos one in two. And the unfortunate part of this, of course, is that it all develops into a much more complex system of cultural problems that move into the ethnic areas of gangs.

One area that hasn't been touched on today that I would like to bring up is the military defense downsizing that is occurring. In the past 20 to 30 years, joining the service has been one way out for kids who were in neighborhoods, to not only get effective education and training but also to get out of the neighborhoods and really move into a different area of society. With what has happened and with the defense budget and the downsizing that is occurring, unfortunately, that is an alternative that is also not going to be available to the degree that it has been in the past.

This leads us into my area, which is in developing employment information and disseminating it. I am here today as a member of the Industry Education Council Board of Directors. We have put a program together which we are now working with the congressmen, as a matter of fact, in Washington to get funding to try and bring employment information, and a communication network into these communities.

One of the problems that I have always felt, particularly with young people, is that we not only have an insufficient amount of resources in a neighborhood or in a community for people to access, but in some cases it simply didn't exist. Most sociologists and gang members themselves have noted that steady employment is a key to drawing kids out of gangs, but the problem is that without easily accessible information on jobs and training, at-risk youth are not likely to seek it out if it is not immediately within their reach, primarily because they don't know how and also because it becomes a peer pressure thing.

I believe that if you can draw kids from the community into jobs, that would be a more healthy environment. Obviously, as much testimony has been said here today, it makes a major change in the direction of life and the paths that people take.

The Los Angeles Job Journal employment project is designed to assist people in the community by bringing the job and training information into the community. Not only working with the community-based organization, some of which have been represented here today, but also in working through mass media in getting to kids by broadcasting the employment information via television and radio and by reaching the community via the natural entertain-

ment environment you will be able to reach out to youth and the gang members in a way that has never been done before.

Part of this program involves the radio and television networks that are here in the local Los Angeles region. We have 30 so far that have committed to being a part of this program.

One of the interesting things about developing media as a part of the solution to the problem, bringing them in from a mass communications standpoint, is that you not only reach people in the community and kids that are in gangs and begin to make them aware of the programs of the community organizations that exist, many of which we have heard about today, but you also will begin to change the perspective of the media with respect to what the problems are, what needs to be done, as was just spoken earlier about all of us coming to Washington and talking about this.

Certainly an even more effective way to do that is if we could have the mass communication begin to disseminate some of the same messages that those of us here today are trying to disseminate. We have an educational basis that is broadened and would service our communities all across the Nation in a much more significant way than we can ever do in a small environment like this, no matter now well-intentioned people are.

It is my belief that people who are happily and gainfully employed, regardless of age, tend to become productive members of society. Most people do not start out in life deciding that they want to be in a gang or want to become a drug addict or lead a life of crime. It becomes an alternative because they see no other alternatives that are out there.

And one of the most significant problems that we have, particularly in this region of the State, is that we simply cannot reach enough kids to make a significant difference in the problem.

We need to teach kids the dynamics of the job search process and how to work. But we also need to show them that there is a different path. There is a different way. We need to take the information to them. And that is something that the program that we have designed would do in working with the community organizations.

Thank you.

Chairman MARTINEZ. Thank you.

[The prepared statement of Ms. Masera follows:]

STATEMENT OF KATHY MASERA, PRESIDENT, CALIFORNIA JOB JOURNAL, SACRAMENTO, CALIFORNIA

The Los Angeles Job Journal [LAJJ] is an employment information project designed to assist economically disadvantaged individuals in the Los Angeles area. Although the project will benefit the unemployed within the entire community, it will certainly provide much-needed assistance in reaching a population not inclined to use traditional employment resources—at-risk youth and gang members.

One of the greatest barriers anyone faces when looking for a job is locating appropriate information resources on employment and/or training. For at-risk youth, this situation is even more pronounced as they are less likely to seek information not immediately within reach, or be aware that free employment and training resources even exist. These individuals are also less likely to understand the dynamics of the job search process or know how to participate in basic job-search activities such as writing a resume, completing an employment application, or preparing for an employment interview.

The LAJJ project will help alleviate these problems as it brings information on available employment and training opportunities directly into the communities and neighborhoods where it is needed most through:

(1) A free, weekly publication [L.A. Job Journal] containing detailed information on available jobs, training classes, public transportation schedules, and childcare openings which will be distributed to neighborhood schools and training facilities, retail establishments, churches, and community leaders.

(2) A series of free employment training workshops on job search, resume writing, interviewing techniques, how to keep a job, and other employment programs. This training is imperative as most gang members are not readily prepared for employment because of: their lack of basic skills, not understanding what is expected of them by a potential employer, and their inability to complete basic job-search functions.

(3) Free, quarterly job fairs to connect job seekers with prospective employers and community-based organizations offering employment training programs and other needed services.

(4) Utilizing local media to broadcast employment information via television and radio stations. (Over 30 Los Angeles-area broadcast stations have already pledged their support for this project.) Because this information will be broadcast on a broad spectrum of music, news, and foreign language stations, it will reach the maximum number of individuals within their natural entertainment environments. Special programs directly aimed at youth will include a "Youth For Hire" media segment featuring at-risk individuals who have entered training programs and prepared themselves for viable employment.

(5) Networking with existing community organizations and private employers to ensure their involvement in this project, to share employment information, and assist as many individuals as possible find jobs. (Several private employers, business groups, government agencies, and community-based organizations have already committed to be involved with this project.)

Sociologists and gang members themselves have often noted that steady employment is the key to drawing them out of gangs and back into society to become law-abiding and supportive citizens. But without easily accessible information on jobs, training opportunities, public transportation, and other necessities, the pathway to employment will not be bridged by a majority of gang members. If we want gang members to leave their gang associations, we must provide viable options that will enable them to earn a living, associate with good role models, and experience the self-esteem that comes through hard work and the learning process.

For more information on this program, contact Debra Hunsaker (Project Assistant) at 916/925-0800.

The Industry Education Council of California, sponsor of the LAJJ project, is currently seeking State and Federal funding in order to implement its program.

Chairman MARTINEZ. Mr. Gonzales.

Mr. GONZALEZ. Good afternoon, Mr. Chairman—can you hear me?—and members of the subcommittee. I welcome this opportunity to make a presentation to you—can you hear me?

Chairman MARTINEZ. Yes. I think it is coming in and out. If you take your hand off, it will work better.

Mr. GONZALES. I want to share with you—describe a program that we think serves as another tool or can serve as another tool in the intervening with growth of gangs and the nurturing of gangs.

I represent the Youth Volunteer Corps of America, a private, nonprofit corporation that is headquartered in Kansas City, Missouri. We promote, and help establish, youth community service programs, youth volunteerism, if you will, in cities and towns and communities across the country. And recently we went into Canada. Presently, we have 23 affiliate programs in 15 States in the United States and one program that recently began in Calgary, Alberta, in Canada.

We also continue to seek to establish additional programs. We are in a variety of discussions with a variety of community organizations about instituting the Youth Volunteer Corps model. And, in fact, those conversations include two organizations in the San Gabriel Valley that are interested in providing these opportunities.

The Youth Volunteer Corps is not a junior achievement program. It is not targeted to the best and the brightest youth in the community, although the best and the brightest also serve in the youth volunteer program. The program is a year-round program targeting 11- to 18-year-olds, the only national program that targeted youth below 14 years old. It is team-based and project-based. And the reasons for that is that we know if we get teens together we can encourage diversity: well-to-do young people, low-income people, minorities, majorities, male and females. The teen approach facilitates this.

In Detroit, we draw well-to-do suburban youth in to deal with inner city youth to work on projects in the inner city. In San Antonio, the program there recruited actively in the barrios, targeting young people who are hanging out, an activity that is recognized as one of the things that leads to gang affiliation. In Omaha, Youth Volunteer Corps volunteers, some with gang backgrounds, provide peer counseling for troubled youth engaged in, or in danger of engaging in drugs, gangs or alcohol or all three.

The work these volunteers engage in is often intense and demanding and, to them, invigorating. They feel, the young people feel, and the citizens of the community are seeing what the young have always claimed, that if given an opportunity they can help make a difference in the community.

Will they respond if given that opportunity? We think some of the following numbers may give a clue to the answer. This year we project that our 24 affiliates will have as many as 8,000 young people engaged in 200,000 plus hours of volunteer activities. Since the beginning of our first program in 1986, we have had a total of over half a million hours volunteered by 12,000 young people.

Bear in mind none of these young people received pay or stipends of any kind for the volunteer work. And we had very active young people from low-income communities. So many people say we can't do volunteer work with the people from low-income families because they need to be working. Obviously, working would be helpful. But so many of these can't get that job. Volunteerism offers them that opportunity. It gives them a sense of belonging and a sense of achievement.

Do the communities recognize the value of the young people? Are they beginning to? We think the source of funding is a good measure whether the communities appreciate them. The youth volunteer corps of America and its affiliates receive over 80 percent of their funds from local private sources.

We are committed to maintaining that strong local support, but there are barriers and issues which we feel the Federal Government can and should help in addressing. The most vexing problem faced in our programs, regardless of the size of the community, whether it is rural, whether it is urban or whether it is inner city, is transportation, the ability to move young people around to where work and projects are available, particularly low-income people.

The projects that the volunteers can engage in are often limited by the ability to get there. We think that the Federal Government, in a variety of different Acts that exist or that are about to be proposed, need to address that. We need assistance in staffing our pro-

grams, especially during the summer when it is intense activity, full time, 5 days a week, 8 hours a day because we believe that well-managed volunteer programs can be real alternatives to gang affiliations.

But we need to increase the staff and to recruit in the subculture. We need to have people working on the programs that understand what the needs of the young people that are drawn to gangs are.

We are, as I said, committed to maintaining and increasing local support for our programs, but we need and would welcome Federal resources to build a national service movement from the bottom up to use as seed money to expand successful models such as the Youth Volunteer Corps in communities nationwide.

We recommend, certainly, a reissuance of the National Community Services Act in some form or fashion, whether as a separate piece of legislation or in the National Service Trust Act of 1993, which the President has recently proposed.

We suggest that the National Service Trust Act of 1993 be restructured to assure that volunteerism and service by youth younger than 17 are provided a resource in that piece of legislation. We need to be sure that the National Community Service Act allows community-based organizations to access revenues direct from either the trust corporation or the commission as it is presently structured.

Presently, for example, all of the money from the National Community Service Act that comes to the States comes to the Statehouse and there the States make a decision as to how they are going to disburse that money. They may put it out competitively, award it in any other way or spend it themselves.

It has been mentioned here—and I want to reiterate—the hardcore members of the gangs presently are setting the agenda for our young people. We should not find that acceptable. We believe volunteerism is one tool for wresting that agenda from the gang. Our affiliates and other programs such as the Youth Volunteer Corps are engaged in nothing less than shaping tomorrow's good citizens. We feel that the Federal Government should have a stake in our success.

Thank you.

Chairman MARTINEZ. Thank you Mr. Gonzales.

[The prepared statement of Mr. Gonzales follows:]

STATEMENT OF JOSEPH P. GONZALEZ, FIELD ORGANIZER/CONSULTANT, YOUTH VOLUNTEER CORPS, KANSAS CITY, MISSOURI

The Youth Volunteer Corps of America is a private, nonprofit corporation headquartered in Kansas City, Missouri.

We promote and assist in the establishment of youth community service programs in cities and towns across this country—and, recently, in Canada. Presently, we have 23 affiliate programs in 15 States in the U.S., and one affiliate in Alberta Province in Canada. Additionally, 11 communities in nine States have programs in various stages of development. Three of those programs are in California—with two of them being the San Gabriel Valley.

Our mission is concise and direct: "To create and increase volunteer opportunities to enrich America's youth, address community needs, and develop a lifetime commitment to service."

The Youth Volunteer Corps [YVC] is *not* a junior achievement program. This is not an activity reserved for or targeted to "the best and the brightest," although the best and the brightest do also, participate in the program.

A key to success for YVC is to both encourage and accommodate diversity among the young people who volunteer.

In Detroit, two YVC programs draw well-to-do suburban youth and disadvanteged—often minority—youth together in teams to address the needs of inner-city neighborhoods.

In San Antonio, the YVC program recruites actively in the barrios—providing an alternative to "hanging out," an activity which often leads to gang affiliation.

In Omaha, YVC volunteers—some with gang backgrounds—provide peer counseling for troubled youth engaged in, or in danger of engaging in, gangs, drugs, gangs, alcohol—or all three.

The work that these volunteers are engaged in is often intense and demanding—but it is also invigorating. Citizens in the communities are seeing the evidence of what young people have always claimed to be true: that *if* given the opportunity, young people can make a difference!

If given the opportunity, will young people respond? The following numbers may give a clue to the answer.

This year, we project that our 24 affiliates will have as many as 8,000 youth engaged in 200,000 hours of volunteer activities. Since our first program, over 375,000 hours have been volunteered by young people.

In total, by the end of this year, over 12,000 young people will have given over a half million hours of service to thier community.

Are the communities responding? The source of funding, I think, is a good measure. Youth Volunteer Corps of America and all of its affiliates receive over 80 percent of their funds from local, private sources. We are committed to maintaining that strong local support.

But, there are barriers and issues which we feel the Federal Government can—and should—help in addressing.

The most vexing problem for all of our affiliates is transportation. The projects that the YVC can engage in are limited by our ability to get young people to them.

We need assistance in staffing our programs, especially during the summer. We believe that well-managed volunteer programs can be real alternatives to gang affiliation. But, we need staff to increase our recruitment in that subculture.

We are, as I said, committed to maintaining and increasing local support for our programs. But we need, and would welcome, Federal resources to build a national service movement from the bottom up and to expand the successful YVC model to new communities nationwide.

We are engaged in nothing less than shaping tomorrow's good citizens. We think the Federal Government has a stake in our success.

Chairman MARTINEZ. Mr. Bruesch.

Mr. BRUESCH. Thank you, Congressman Martinez, for allowing me to pinch hit for Bert Corona.

I am here as a mayor of a city that has recently had a spate of gang violence, three gang-related homicides found on school campuses in the last 6 weeks. That is I why I thought it was imperative for me to be here.

Not only am I the mayor of this community, but I am also a teacher within this community. I have helped run the Boys Club. I coach with youth leagues. I have been an adoptive parent of one of these at-risk kids. My life has been devoted to work with kids of my community. Yet we still have these problems. We revisit these problems all the time.

What is the city doing? Well our city has—thanks to the Federal Government—has used this community development block grant to fund special programs within schools in our community: special programs from our Boys Club, special programs from our Family Counseling Center, special programs with our Asian Family Coun-

seling Centers, special reading programs, an in-class, anti-gang program based on the paramount plan. Yet we still have these problems within our schools and within our community.

And I have a couple of suggestions, and then I have a question that I want to ask.

First of all, we had a bunch of kids come to our city hall. We asked them, what can we do to help alleviate the problem of the gang situation? And, in unison, they said: jobs.

We utilize within our community the Summer Youth Employment Program. I am Vice President of the Juvenile Division Authority. We were one of the first in this area to require our enrollees to have a screening for education. Being a teacher, I thought it was very important that if we are going to give kids jobs that they should have the academic skills to enable them to go out and interview and make a good picture of themselves to employers.

Recently, in reading Federal literature, I also came across a program called the Literacy Mentoring Program through the Department of Education. There are two in-place programs that are already funded. I would like to see the marriage between these two programs, the Literacy Mentoring Program being the hiring of college kids from minority neighborhoods to not only serve as tutors but as role models for eighth grade kids who are being placed in job positions.

These kids would be screened for academic need, and those in most academic need would be assigned a mentor to help them prepare themselves, basically, for high school. You wouldn't be asking for any more Federal dollars. All you would be doing is redirecting already funded programs.

Another suggestion I have for the Federal Government, again redirecting already allocated moneys, is—that is, let's help our western San Gabriel Valley communities that are combating a myriad of gang problems, one of which is the Asian gang problem. I think we are all aware that the Asian gang problem is not turf gang warfare. It is taking on more and more aspects of organized crime.

I think we need to have a lot of Federal help in rooting out the influence of Taiwan and Hong Kong in our local Asian gangs. What I call for is a reconstruction of Elliot Ness in the West Coast because we have the growing Asian community that is being more and more affected in this area by the really organized aspect of the Asian gangs. This would free up local policing resources for more local gang suppression in terms of the black and Hispanic gangs.

I have two more suggestions, and we have referred to parenting as very important. I know that parenting is very important. We are going to be honoring Parents of the Year in Rosemead. We have declared it the Year of the Parent and the Year of the Family. We all know those exemplary parents. You know them. I know them. Everybody here knows them. They shine forth.

We are honoring two young men in our community whose father is a gardener. And they have done something right with their six kids who are all college graduates, live in a gang-infested neighborhood and come from a family that is language minority. Why can't we tap into these resources and use those parents to act as mentors with other parents, especially with the Asian community? We have found that the Asian community doesn't respond to top-down pro-

grams, but if we get Asian parents speaking with Asian parents then the parents in that type of relationship become more realistic.

I would advocate coming up with these types of parenting mentoring programs that could hire local parents that are successful and use that resource within our communities.

My other suggestion would be to make sure that we are not forgetting in our Federal education programs to teach the three Rs. My three Rs are responsibility, resourcefulness and respect. Too often, we are giving kids in our Federal programs the feeling that they have instant success when they are still three and four grade levels behind. That doesn't do anything to help them when they get out into the cold, cruel world to get a job. They need to be aware of the fact that they are responsible for what they are supposed to do in the classroom.

I have one quick quote I wanted to read. A probation officer in one of our local camps says—this is from an LA Times article—he said that the kids that are in our camps right now are there because they need immediate gratification. They have not learned to put off the immediate gratification for the future reward, and that is because they have been gratified with rewards for doing nothing in school.

And I think part of the problem is that we need to have kids accept the responsibility that they are in school for a specific reason. Here I am being the teacher again.

Now, the final thing. I have a question to ask of you. Why is it that teachers who have worked with kids for ages, 25 or 30 years, now have to think of the big L word: liability?

We all know what positive reinforcement is in the education game. You call it bribery. We call it behavior modification. Teachers for years, community workers for years, have used a trip to Baskin-Robbins for a triple-decker ice cream cone as a reward for good behavior in class. But because of the fact that some hot-shot lawyer in some State can reach into the deep pockets of the school district, now we have to say we can't take them in our cars, we can't take them to a ball game or a museum or a fishing trip on the weekend because we have to worry about liability.

Who will become the deep pockets that they are going to hit the first in any type of a problem? And we are preventing them from using this behavior modification, this positive reinforcement, this bribery, if you want, with these kids that really, really need it.

I will give you an example. We had a teacher in my school district who used to take kids every winter and spring to the youth concert downtown. That was probably the only time these kids from these lower socioeconomic households will probably ever go to a concert. That teacher can no longer do that because of the worries about liability.

What can we do to ensure that these types of experiences aren't taken away from these kids that they truly need to have just because we have to worry about liability? I am frustrated as an educator and as a community leader that the first thing we always have to think about is not the good of the kid. It is not that we are liable to lose these kids to the streets. We have to think about who is liable to pay for whatever a lawyer says we have to pay for.

Thank you.

Chairman MARTINEZ. Thank you, Mr. Bruesch.
[The prepared statement of Mr. Bruesch follows:]

CONGRESSMAN MATTHEW MARTINEZ
CONGRESSIONAL HEARINGS
JUNE 4, 1993

Submitted by Mayor Pro Tem Robert W. Bruesch, City of Rosemead

I stand here today both frustrated and angry. For 27 years I have been an educator, a youth organizer and an elected official in my community. I have lived through two eras of gang violence in the past and am now experiencing my third. I organized a local soccer club, founded a Boys and Girls Club, made it possible for hundreds of local youth to go to summer camp, got funding for after school tutoring programs, organized neighborhood beautification programs, took a thousand kids to outdoor education camps---and yet, the violence continues. What is the answer? The "pat" answer is, "It all starts in the home." But, what can we do to change the habits and attitudes of parents who are either unwilling or unable to keep their kids from participating in gang activities? First, I would like to make some suggestions that would ameliorate the present situation. Then, I will suggest some long-range solutions to prevent a repetition of our current spate of gang violence.

Recently, we invited kids from the local high schools to take over the functions of City Hall for a day. At the luncheon I asked a simple question to each student individually: What can we do to alleviate our current gang problems? Every student replied, "JOBS!!" I think, however, that our current Summer Youth Employment Program doesn't go far enough to help our "at risk" kids in acquiring job skills.

As Vice-President of our local juvenile diversion project, I saw to it that we instituted a remedial math and reading program to help those enrollees get caught up in those skills for interviews and how to fill out applications. We need to expand the educational aspects of our Youth Employment Programs so that enrollees can obtain marketable skills and not just placed into "make-do" jobs cleaning furniture and raking leaves. I suggest the expansion of the D.O.E.'s Literary Mentoring Program and its marriage to the Youth Employment Program. The Mentoring Program would offer summer employment to college students who would become both tutors and role models to the project's enrollees. The enrollees would receive valuable one-on-one help to strengthen their academic weaknesses.

My other suggestion for immediate implementation would be to expand the use of Federal agencies in combatting the spread of Asian gang violence. Our Asian gangs are not neighborhood "turf" gangs like our Hispanic and black gangs. They are local arms of organized Asian crime with strong ties to Taiwan and Hong Kong, much like the Mafia. When the Mafia began to control all organized crime in the 1940's and '50's, the F.B.I., Secret Service, Federal Marshals and many other Federal law enforcement agencies were used to curb their activity. What we now need is a similar commitment on the part of the Federal government to prevent Asian crime from getting a stranglehold on crime in the U.S. Demographers see Asians as the fastest growing minority in our country through the first quarter of the new century. This Asian population growth is occurring primarily in and around our West Coast urban centers. Our region needs a reborn Elliot Ness to eradicate organized Asian crime where ever it takes seed. This would free up local resources so that local policing agencies could better combat the more parochial nature of gang turf warfare.

In terms of long-range remediation of the gang problems, I have two suggestions. First, we must put more emphasis on helping disfunctional families cope with the problems of living in our urban areas. This cannot be done with more counseling programs since these programs are only effective with those parents willing and able to change their approach to their kids. It's those parents in the state of denial we need to reach - "It's not my kid!" What is wrong with most parenting programs is that they are "top down" in nature - they seem to start out with the impression that the parent is doing something wrong and the parent doesn't see it that way. A more realistic approach towards these problem families would be to use a parent mentoring program in each neighborhood. This approach would recruit those parents who have obviously been successful with their kids, train them in group counseling techniques, then send them out to seek out and talk to their neighbors. Approaching a disfunctional parent over the back fence or over a cup of coffee is a lot less threatening to a parent. Perhaps some Federal education block grant money can be earmarked for pilot programs in the area of Parent Mentoring Training.

The other area we need to address with long-range programs and, perhaps, a change in philosophy, is that of the early success of very young learners - especially those coming from inner city and/or language minority homes. What happens so many times in primary grades is that students are allowed to fail while convincing them that they are being successful. The young child is excused from trying to complete work since his skill level is too minimal. In the center of this problem lies what a Los Angeles County Probation Camp worker terms as an inability to delay gratification on the part of young felons. These youth are not able or "willing to postpone what

they want now because they believe that it is possible to achieve something better down the road" (Los Angeles Times, San Gabriel Valley Ed. 5/15/93). The young "at risk" child is rewarded with passing grades without much of the accompanying effort required by their peers. Responsibility for their time and materials is not often expected of them. Much of their education becomes a minute by minute affair where teachers are in control of the child's time and actions at every turn. When these same students reach adolescence, they turn to the gang to tell them what to do, when to do it, and to give them a sense of purpose. Since their minimal efforts at school or on the job are not immediately rewarded by success, they seek instant success and status from their gang affiliation. Educators are too often prone to excuse lack of effort on the part of "at risk" students as caused by the home situation. We are told that we cannot expect these children to do homework or remember books and materials because their homelife is so miserable and unsupportive.

If it is true that the homelife of an "at rink" student prevents them from learning responsibility and effects their academic progress, then we have two alternatives facing us. First, we could throw up our hands in despair, saying, "It's the home! We can't do anything about it.", and lower our expectations for these children. On the other hand, our Federal education programs can meet the problem face to face and demand that all programs have components that demand accountability of ALL students, that offer extra help and tutoring to help "at risk" students master essential learnings, that work with parents to help them understand the importance of responsibility in education, both theirs and their child's, and that promote the idea, in a non-punitive way, that the child's "job" in the classroom is to complete his or her assignments. Only through this demand for responsibility in our schools will children receive the age-old message that success is never given.....it is EARNED.

ADDENDUM

ROBERT W. BRUESCH

Mayor, City of Rosemead 1988/89, 1993/94
City Council 1984 - present

Teacher, Garvey School District 1966-70, 71-present.

Director Title I Reading Program, Lower Brule Indian School, South Dakota 1970/71.

Finalist State Teacher of the Year, 1992

State Environmental Education Merit Award, 1974, 1975, 1977.

Founder, Rosemead Boys and Girls Club

Vice President, West San Gabriel Valley Juvenile Diversion Project

Member, Community Advisory Committee, Asian Pacific Family Counseling Center.

Member, State Task Force on the Middle School.

Chairman MARTINEZ. I don't know that we can respond to your question. In life, there are always the people that feel that they can get rich through some liability suit, and you will always find an attorney who is willing to take that. It is up to the courts to decide if there is any merit in a suit like that.

I think for years that, divisionally, the schools have provided the transportation for school outings, opportunities to go to facilities, and there has always been the waiver that the parents sign. That may be the answer in the case of an individual teacher wants to participate in something that is not sanctioned through the regular school program.

But the question of liability doesn't only extend to teachers, but it extends to doctors and everybody else. And one of the questions that is plaguing us now is the high cost of liability insurance, even for cities. And you know that, as a city councilman, the cities were developing bankruptitis. They tried in some communities to self-insure up to a certain level and then have a major insurance carrier carry the higher liability costs which comes at a lesser rate in order to try to pay for that.

That is another question, aside from the question that we are trying to answer here today: How do we dissuade young people from joining gangs and direct them into more positive avenues of behavior? And where—the other is one of the aspects of teaching children positive values and create a reward, or incentive, program for them to achieve, which is important. I think that is something that has to be worked out with the school district and the teachers within their school district.

Ms. Masera, the Job Journal, which I think is a valuable tool in a community to link the jobs to especially the young people who, without job alternatives, might be persuaded and probably and usually do divert, from that gang activity. With respect to the Journal, as you have it in Sacramento, do you coordinate with gang intervention programs in looking for people to link with jobs that are available and give those very consultant services that you provide in teaching people how to apply for jobs and consult with them on other kinds of skills they need to take their place in the labor market?

Ms. MASERA. Yes, we work with—I don't remember the exact number—but around 150 different community organizations in the northern California area, primarily from Sacramento into the Bay region. That service all types of groups, particularly in the Youth for Hire Programs.

One of the things that I have always found interesting, and I want to bring this back to the link with education, is that there has always been an academic disagreement, if you will, in schools, that—whether or not teachers are there to teach or ultimately to link in terms of the connection with jobs. There is no place, not in a public agency, other than a community-based organization at a State or Federal level, where young people can go to find out about jobs, find out about how to go to work, find out about job search preparedness. That is not taught in schools.

We link education with employment. It is a high priority for kids to be diverted away from gangs and towards all kinds of other productive things in life. But we teach nothing in the way we have

drivers education or AIDS education or anything else. There is no place that people under the age of 18 can go to and find alternatives or find resources of what they need to do.

So from my organization's standpoint and from the concept of what I am doing with the Industry Education Council, the only alternative is to work in the community with the community-based organizations because, frankly, they are the only ones in this country that are actually focusing on the youth problem, except at the other end which is the criminal element once kids have gotten into trouble.

We tend to be in this country very oriented to crisis management instead of to prevention. And, personally, as a citizen, I believe that the problems that we have in this country is because we spend more money on the end, after the act, the criminal act, than before the act. And I would hope that some of what comes out of these types of hearings is a better awareness that you can't expect kids to divert into a job if they simply not only do not know how but have no resources in where they will go or where that linkage would come from.

I came to Los Angeles, not being from this area, as a project director primarily because of my background in working with kids and working with employment information and communications and radio and TV and all of this. But one of the things that I found amazing about this particular region here—and I am going to leap forward and make the conjecture that many other communities are the same and that for the media capital of the world and for all the resources that are within this region it was astounding to me of how difficult it was to seek out and find the community organizations that are doing the work that they are—is that there is no central resource that someone can go to and understand what this organization over here is doing versus their paralleling or complementing another organization.

And the key to some of this is if we could create a linkage in the community itself that even while State and Federal Government may not have funds with the difference of opinion of what they are doing with their funds, that alone would help many more people than what is being helped now within the small network of the people that may know about one organization within a community and the fine work that they are doing.

And if this is the case in Los Angeles, I am certain that it is the case all over the country, and it is an area that really needs to be addressed. It has got to start with people that are very young. If you teach people how to fish, you don't have to give them fish for the rest of their lives.

And this starts with very young people in terms of their employment, not only the linkage of education but also the resources of how to and where to find that.

I have one suggestion that was asked earlier that I would like to throw out before this is over today, and I am not sure if this is better directed to the congressman or to the IRS expert there. My suggestion, in terms of how do we create resources or money to pay for some of these programs or if there is an interest, particularly with youth and kids, whether it be gang diversion or education programs, is that what would it take to get a voluntary tax on your

IRS form every year that could and would only be directed towards youth programs or in the areas that we have talked today for people to voluntarily commit, whether it be a dollar or how many dollars they want to when they send in their tax form every year.

Because I think the majority of people in this country believe in many of the views that we have been talking about today, and that eliminates the process, if you will, from the political process of what happens to the money.

Chairman MARTINEZ. That is an interesting question. Go ahead.

Mr. FALEOMAVAEGA. I think it is a worthwhile idea, but you are going to have numbers asking for a voluntary box for everything else, for the youth whatever other projects might be projected for a variety of things. We can't even get the BTU tax through——

Ms. MASERA. It may be true, but it might be worth seeing what it would take to try. My feeling is if we don't invest in our youth, we really are wiping out what our future is going to be. That is—really, the future of this country is always in the next generation.

Chairman MARTINEZ. I would make a suggestion. I think that would be honestly difficult. We have difficulty trying to convince Members of Congress that there ought to be a checkoff for the campaign contributions.

But I do think that there are ways that we can, let's say, find revenues for this program. One of them, I would suggest, is that we have had for a long time—it has been in law to say from drug seizures in local communities where the local community has been a part of the drug seizure and the arrest, that the funds from the seized property, whatever it is, as that was sold——

The trouble is that they have been selling it for 10 cents on the dollar, and less than that, and the moneys haven't come back, and the Federal law has usurped the law in terms making sure that the communities get that money.

But we ought to make sure that a portion of that money, since that is related, come back to the gang prevention program. And the idea just struck me that I may try to introduce a piece of legislation to compel them to do that for that purpose. I think we need a regular source of funding.

Ms. MASERA. I would agree. But I am suggesting, in addition to the regular sources of funding for a lot of programs that keep getting cut, when you are trying to make the difficult budgetary decisions, what would it take for people to voluntarily give money that would have to be treated in addition to—I know that everybody might be trying that. But it goes back to what you are asking for. What are your ideas?

I think there are a lot of people in this country that would give a dollar or two dollars if they thought it was going to go toward youth programs.

Chairman MARTINEZ. I agree with you. I think that education is one of those things that draws people out to support bond issues for education. And yet you still have a lot of bond issues that are defeated. There are a lot of people that don't want to contribute to something that they are not receiving a direct benefit of.

It is worth exploring and talking to people and sending up a trial balloon.

Mr. BRUESCH. I see already most cities in this State receive some of that forfeiture money. It is divided by some formula between the policing agencies and the cities. The only trouble with that is it is not a constant flow of revenues. Some years—we had a bust in Rosemead where we got $1.2 million, and some years we get nothing. It goes up and down. That is one of the problems. If you could work out a way that it would go into one big fund—but then you take away local control of it and then you are the bad guy.

Chairman MARTINEZ. The Federal Government has too much control of too many things already.

At any rate, Mr. Gonzales, the suggestions that you made, I think, are very good suggestions on how to amend the National Service Act to provide more resources for the kinds of volunteer programs you are doing.

One of the problems with your program is that you reach down to the young age group that has to be reached, but it comes into the problem of child labor law in providing any kind of a stipend for them. But, certainly, those that are over a certain age ought to be able to be given a stipend.

Are there any other types of remuneration around a salary that you might make to the young volunteers for the work that they are doing?

Mr. GONZALEZ. There are a number of things that we ask the public agency to do: Supporting transportation and meals, particularly when they are in all-day projects that they are involved in. There are other things such as recognition activities where young people are both recognized at award dinners as well as are given certain prizes.

One activity that some of the program operators get involved in or try to promote is to develop a source of funds for scholarships, some kind of fund where young people, based upon the hours of participation, some mechanism for choosing exemplary performance, money is banked for them for future education.

Chairman MARTINEZ. I was thinking of something like that or a certificate that has a maturity date at a point in time when they would be eligible for that compensation.

Mr. GONZALES. That would be one of the things that we think would be very useful if the community-based organizations or the sponsoring organizations had access to funds from the National Community Service Act where they could earmark those kinds of dollars. We do have some programs that have access to community foundations where they do have unlimited amounts of that kind of money that they award.

Chairman MARTINEZ. I don't know how much time we have before the markup. I believe the markup is next Wednesday immediately upon our return. And, of course, the Chairman is looking for it to move through the committee as quickly as it can.

But between moving through the committee and going to the floor there is going to be time to change it—because even after we change it on its way to the floor there is going to be floor amendments, and the Senate will probably have its different view of how we should apply national service. And there is going to be a conference committee. And whether the amendments pass or fail, they have an opportunity to be offered again in conference.

So we will look to see what we can do on the suggestions made on that bill.

Mr. GONZALES. We will be sure to provide written information to your office so that you know our views on this process.

Chairman MARTINEZ. Will you fax it to us? You have our fax number?

Mr. GONZALES. Yes, I do.

Chairman MARTINEZ. One last question to Kathy before I turn to Mr. Faleomavaega. The Job Journal that we were trying to develop funding for you on a Federal level—and that has been a very slow progress there, and we are still working on that. But I know, more recently, you approached the State, and it may mean that there might be more immediate funding on the State level. Can you give us a report on what kind of success you have had with the State?

Ms. MASERA. The work that is being done now is on—some members of the Latino Caucus are looking at adding language. We met with the Department of Labor, and the EDT last summer, and we met many times, as you know, in Washington.

From a government agency standpoint, they see—this is a perspective that has been given to us in many of the meetings—they see anything that would be the development of job information separate from public employment offices as being competitive. We don't see it that way, considering that, historically, the government employment offices receive an average of 3 percent of the available jobs in any market in any community in the United States.

So our attitude is that where 97 percent of the jobs that are out there go untapped with respect to public employment we have to bring some other element into it to try to get people off the streets, whether they are kids or adults.

And the same thing goes with training organizations. There is no agency, including the public employment offices, that you can go to now and identify in the community which is offering training, what organizations are out there, and what it takes to get into their programs. There is certainly nothing with regards to the training and employment that brings in the element of Mr. Gonzales's organization, the volunteer organization, which I have found to be effective.

Volunteer work is an interim step, particularly in youth, when someone hasn't been able to get a job, to get involved in a volunteer program. It takes kids off the streets. It gives them something to do. And it gets them to begin to write a resume which will ultimately connect them, from a networking standpoint, into a job. And that is the name of the game.

Chairman MARTINEZ. Last week I met with the Secretary of Labor, Secretary Reich, and I brought up the Job Journal program. He didn't have a lot of knowledge about it. And I mentioned it to him, and his reaction to me was to refer Mr. Sweeting to work with his chief assistant, and we will be talking to him further to expedite the funding for that program. We will be doing that.

I want to thank each of the witnesses here on this last panel and the other witnesses that appeared before us today. I said in my opening statement that this subcommittee has been working very hard to find out what is happening in our cities and what those cities are doing on their own and how we might nationalize the

good ideas that surround us. That information continues to be crucial as we work with the new administration to change the direction of the Federal Department of Justice goals in dealing with gangs and gang violence.

I have met with Attorney General Janet Reno to discuss some of these issues. Let me assure all of you that Ms. Reno shares our views. She is a tremendous advocate of bettering the life of children in this country. She has had that reputation for quite some time. She believes that it must be a local program approach, and that approach must be supported.

Ms. Reno said in one speech last month, it can't be Washington saying we know best. It has got to be us. All of us.

What she was saying is that the best solutions actually come from the communities, the neighborhoods out there. We have got to come together in this country with the limited resources that we have in this country to make sure that we come together as a partnership and provide a national agenda for children and a national policy for children that has never been developed.

It is a breath of fresh air that the Attorney General, like myself, like each of you, is committed to the child's importance. We must see it that way and, like Ken Weldon and Clay Hollopeter and others, address the reason why we help the work for children's issues.

We would like to provide that information that we heard today to the Office of Juvenile Justice and Delinquency Prevention and will continue to pursue better laws and more support for these programs. It is about children. We believe that this is where we must focus our attention in the future.

I want to thank you again.

Before I close, I want to thank the City of El Monte, the Mayor who was here earlier and has left—oh, there you are—Patricia Wallach and Greg Korduner, the City Manager here. And I would like to give special thanks to the following employees of the city who did a marvelous job of setting up this hearing: Greg Korduner, who I mentioned already, Matt Weintraub, the Assistant City Administrator. He did a great job working with us over the phone. And Mr. Sweeting and my staff in setting this up. Emily Ishigaki, Parks and Recreation Manager, and her staff for this beautiful facility and the way they have decorated it. They made all of this possible, and I want to thank them again.

I want to thank you again, and this meeting is adjourned.

[Whereupon, at 12:53 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows:]

STATEMMENT OF HON. MARY L. MANNING, MAYOR, TEMPLE CITY, CALIFORNIA

I would first like to thank you for your efforts in organizing the congressional hearing in El Monte and for your genuine concern for our Nation's youth.

I am writing on behalf of the City of Temple City, California. The City, population of 31,000 people, is located 15 miles east of Los Angeles in the San Gabriel Valley. Temple City is a middle income community that is ethnically diverse. While a majority of our population are Caucasian, we have experienced a large growth in our minority populations, especially in our Asian and Hispanic communities.

Temple City has been fortunate in that we have not experienced the degree of youth/gang related problems facing other communities. While luck may have contributed somewhat to our condition, I believe Temple City's traditional support for youth combined with the community's proactive approach in addressing gang related problems are the main reasons for our community's success.

The City has developed collaborative partnerships with the local school district and law enforcement agency in addressing gang issues. Conducting community education workshops for parents and youth, implementing an aggressive graffiti abatement program, funding youth educational programs like SANE [Substance Abuse and Narcotics Education], and supporting recreational opportunities for youth are some of the community-based measures Temple City has taken in combating the problems of gangs. Temple City has been successful because we not only focus on the symptoms of gang problems which are manifested in criminal activity and graffiti but also on the factors that lead people to join gangs.

Communities must begin to give higher priority to prevention services. For many years, recreation, and human service programs were considered "nonessential services." Based upon recent studies and surveys, there is an emerging opinion to the contrary.

Based upon a survey completed for Rebuild LA, residents of the four areas most affected by last year's riots see services for youth and parks as the most pressing needs in their neighborhoods. Over 80 percent of those responding thought that youth services were absolutely critical to their neighborhood.

A recent published report completed by the Carnegie Council on Adolescent Development found that nearly half of America's youth between the ages of 10 to 15 have too little to do after school and are in danger of falling victims to gangs, drugs, sex and other activities that could limit their potential as adults. The study concluded that adolescents who are unsupervised for 11 or more hours per week are twice as likely to become involved in antisocial behavior as those with adult supervision.

Approximately 55 percent of Temple City families who have children 17 years and younger have both parents who work. The City Council is currently considering a proposal to improve the City's after-school program. The new program, developed in partnership with the local school district, will focus on self-esteem building, accepting responsibility and will involve the family as part of its curriculum. While these types of diversion programs cost money, they are relatively inexpensive compared with the consequences. Unfortunately, given the fiscal crisis facing California, communities do not even have the necessary resources to maintain existing service levels.

I respectfully recommend that the most effective way the Federal government can assist communities in dealing with gang-related problems is to provide funding to cities like Temple City that can be used for community parks, libraries, recreation services and other prevention and diversion services.

Thank you for your consideration.

El Monte NYPUM

NATIONAL YOUTH PROGRAM USING MINIBIKES

3903 North Tyler
El Monte, CA 91731
(818) 444-2639

Scott Jackson
Program Director
Res. (213) 681-6588

PROGRAM SUMMARY STATEMENT
(Description/Objectives/Methods):

NYPUM (National Youth Program Using Mini-Bikes) was founded in Los Angeles, California in 1969, and has successfully served thousands of youth over twenty years across the United States.

El Monte NYPUM (supported by American Honda Inc.), is a diversion program in the community under-served by youth diversion and growth programs. American Honda is prepared to support this program by donating $75,000 in equipment, including twenty-five mini-bikes and helmets to be used as a part of a program serving fifty youth of our community. The mini-bikes are used as tools to attract and influence elementary and Jr. High School youth.

We are constantly evaluating the achievements and progress of the youth, because they earn the privilege to ride the mini-bikes and participate in the off-road activities. Anti-Drug and Anti-Gang Programs like NYPUM provide for the reduction of gang participation, improvement of social skills, family-life and school behaviors, through leadership and the mini-bike program.

"THE MINIBIKE EFFECTS A SOCIAL TRANSFORMATION"

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A. PROBLEM/NEED STATEMENT:

Studies report that El Monte is under-served by youth diversion and growth programs. Many youth come from single-parent homes or families in which both parents are working, and are left to fend for themselves. Gang activity is prevalent in the area and actually meets many psycho-social needs of youth yet in non-productive and destructive ways. Youth loitering, vandalism and misdemeanors, truancy and school failures are noted. Drug traffic and liquor stores are highly visible, with substance abuse commonplace.

B. OBJECTIVES:

Our project's goals are to place this program in an active outreach position within the community, using it to effectively serve youth in facing these problems, and to creatively draw together community groups, youth and their families.

C. SPECIFIC GOALS:

(1) Prevention of drug and alcohol abuse.
(2) Determent of gang activities and membership.
(3) Improved individual self-esteem.
(4) Improved family-life.
(5) Improved school behaviors and achievements.
(6) Positive individual and group behaviors in "free time".
(7) Expansion in awareness of alternative life-styles that are responsible and constructive.
(8) Competency in riding skills, safety, and mechanical repairs.
(9) Positive group bonding in program.

The targeted population groups are Multi-ethnic, Hispanic, Black, Asian, Anglo, low to moderate income level unincorporated county area, city area, with urban ethos, extended neighborhood.

D. METHODS AND EFFECTS: "The Mini-Bike is the carrot"

We plan to reach and have had success in reaching our objective using the following methods:

METHODS	EFFECTS
i) Through Leadership Development and Minibike Program.	i) Reduction of Drug & Alcohol Abuse, Gang Activities and Membership.
ii) Through our Volunteer Tutoring Program.	ii) Improvement of School Behavior and Achievements.
iii) Through Counseling, Leadership Program.	iii) Improvement of Social Skills and Self Esteem.

E. EVALUATION PLAN:

There is on-going evaluation of the youth by NYPUM leaders. Formal evaluation is conducted every other month. The goal of riding and mechanical skills is evaluated through testing. The other program goals will be evaluated through interviews with participants, family members, school systems, police and sheriff's departments, the juvenile justice system, the Program Director, and Group Leaders.

Specific contracts for program participation made by the individual youth will serve as the focal point of this evaluation process. Endorsers of this project as well as the Members of the Leadership team are included on the evaluation team.

F. NYPUM FUNDING:

The money in our budget will be used to sustain the present program, to schedule periodic trips to the desert, to sponsor long- range trips to ride with other NYPUM groups, and to camp out, which provides an unusual opportunity to learn more about various cultures and kinds of persons. No salaried persons are presently on staff, so all funds used are for the benefit of the youngsters.

We are involved because we can see the benefits of this program to the "youth at risk" (as well as the youth who are not a societal problem) and their families. We are able to counteract the many psycho-social needs of youth with gangs and drugs in a productive and non-destructive way.

G. NYPUM ORGANIZING BOARD MEMBERS:

Our present board (a provisional board) consists of Mike Rogel, Dayton Sloat, Russ Walker, Don Stratton, Richard Hanson, Scott Jackson, and H.W. Joiner. We welcome new applicants for Board membership who bring specific skills in Youth Organizing.

PROJECTED INCOME

	1993-94
OUTSIDE SOURCES UNITED METHODIST FUNDING AND OTHER LOCAL SOURCES	13,000.00
AMERICAN HONDA DONATION OF IN KIND EQUIPMENT (MINI-BIKES AND HELMETS) VALUE:	75,000.00
COMMUNITY FUNDING GOVERNMENTAL AND CIVIC ORGANIZATIONS	16,500.00
TOTAL INCOME	104,500.00

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EL MONTE NYPUM EXPENSES 1993-94

ADMINISTRATION

Office Supplies & Postage	1,500.00
Bonding Insurance	20.00
Vehicle Insurance	700.00
Insurance (25x300)	7,500.00
Minibike handling charges	2,500.00
Minibike Registration	2,500.00
National NYPUM Registration Fees	500.00
	15,220.00

NYPUM PROGRAM AND EQUIPMENT BUDGET

Camping & Overnight Equipment	2500.00
Minibike Transport Rental (Truck or Trailer Equip.)	2600.00
Gasoline and oil	1320.00
Maintenance: tools, equipment, etc.	2750.00
On-Site Fire Extinguishers (4x90)	200.00
First Aid & Safety Supplies	1250.00
Miscellaneous Reserve/Emergency Fund	1660.00
	14,280.00

MINIBIKES (DONATION BY HONDA INC.)* 75,000.00

TOTAL EXPENSES $104,500.00

*American Honda is willing to contribute 25 mini-bikes and helmets at $3000.00 apiece, or $75,000.00 for this program in our community.

We need Civic and Governmental support in the amount of $18,500.00 to become fully operational. A contribution of $130.00 will support one youth for one year in this program. Our goal is to serve fifty.

How much support will you or your organization offer?

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